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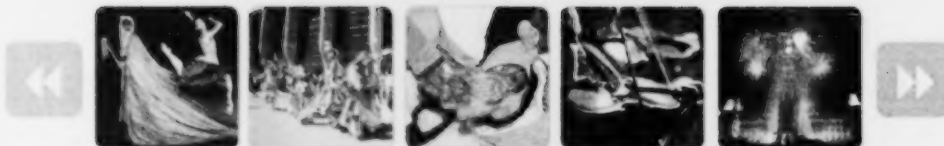
Canada



## **Summative Evaluation of the Official Languages Support Programs**

Office of the Chief Audit and Evaluation Executive  
Evaluation Services Directorate

February 2009



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## Summary

The Department of Canadian Heritage conducted a summative evaluation of the Official Languages Support Programs (OLSPs). This document constitutes the final report. The evaluation, the first to cover all components of the OLSPs, was carried out in accordance with applicable federal government policies and the evaluation strategy developed by the Department in 2003 within the Results-Based Management and Accountability Framework (RMAF) for the OLSPs.

### Description of OLSPs

The OLSPs represent the federal government's most important official languages initiative. With a budget of almost \$2 billion over six years, the OLSPs are divided into two main programs, each with a set of components and subcomponents, in addition to three support functions:

- ▶ **Development of Official-Language Communities:** This program has two main components. The first component, **Community Life**, enables the federal government to work with partners to provide official language minority communities (OLMCs) with access in their own language to community services and infrastructure required to develop and grow. The second component, **Minority-Language Education**, provides members of OLMCs with education in their own language that compares in quality to that of the majority community.
- ▶ **Enhancement of Official Languages:** This second program is also divided into two main components. The first, **Promotion of Linguistic Duality**, brings Anglophone and Francophone communities together and encourages the offer of services in both official languages within organizations in non-governmental sectors. The purpose of the second component, **Second-Language Learning**, is to ensure that a greater proportion of Canadians are able to express themselves in English and French.
- ▶ **Support Functions:** The first OLSP support function is **Coordination of the Federal Commitment**, wherein the Department of Canadian Heritage undertakes activities designed to foster and encourage federal institutions' coordination of their commitment under section 41 of the *Official Languages Act* to "enhance the vitality of the English and French linguistic minority communities in Canada and support and assist their development," and "foster the full recognition and use of both English and French in Canadian society." The second support function is **Research**, wherein the Official Languages Support Programs Branch is continuously engaged in the analysis of official languages. The third support function is **Promotion**, where the Branch works to promote and raise awareness of Canada's linguistic duality.

## Method

The evaluation addresses 14 questions covering the relevance of the OLSPs, their design, implementation, success and effectiveness. To that end, six broad lines of inquiry were retained: review of relevant documents, review of the literature, a series of interviews at the national level, field visits to each province and territory, three expert panels and three online surveys.

## Rational and relevance

The OLSPs are important not only because of the significant amounts invested in them, but also because of the direct links between the programs and the constitutional and quasi-constitutional obligations set out in the *Canadian Charter of Rights and Freedoms* and the *Official Languages Act* (OLA). Furthermore, with the successive tabling of the Action Plan for Official Languages in 2003 and the Roadmap for Canada's Linguistic Duality in 2008, the federal government has confirmed that the vitality of the two official languages remains a priority.

The grouping of the various components of the OLSPs completed by the Department of Canadian Heritage in 2003 is consistent with the results-based management practices approach adopted by the entire federal government. It permits better alignment of OLSP activities with the Department of Canadian Heritage's program activity architecture and paves the way for closer interaction between the various components, thereby enhancing their complementarities.

OLSP activities are broadly associated with the priorities of its target clientele. In the area of education, OLSP strategic priorities reflect the needs expressed by provincial and territorial governments and by school boards in official language minority and majority communities. In community development, the close historical relationship between the OLSPs and the community association networks as well as preparation of global development plans, ensure a measure of consistency between the types of activity funded through the OLSPs and the needs of each community involved.

The demographic shifts revealed by the most recent census and the 2006 post-census survey confirm that the nature of Canada's duality is evolving, and that straightforward identities are increasingly giving ground to more subtly differentiated and complex identities wherein the value associated with official languages remains nevertheless meaningful. While OLMCs are now made up mostly of individuals who identify with the two official language communities, a growing number of children are enrolling in immersion or intensive programs in order to acquire a working knowledge of the second official language. In other words, if the OLSPs are to remain relevant, they will have to avoid being left behind by demographic changes.

## Design and implementation

A shared rationale unites the various components of the OLSPs, and grouping them accordingly gives a significant advantage. In particular, it paves the way for closer cooperation between the various components of the OLSPs, so that they can provide

mutual support to one another. In order to be effective, however, this grouping must be based on a management framework that facilitates cooperation between its various components. The fact that the Official Languages Support Programs Branch (OLSPB) manages elements of each component of the OLSPs is a significant advantage, in that it promotes integrated management. Any impediment is to be found rather in the terms and conditions particular to each component which, so far, have limited but have not prevented such cooperation. Although each component of the OLSPs has its own objectives, and therefore requires its own terms and conditions, the fact remains that the OLSPs management framework could go a step further by directly encouraging cooperation between components of the OLSPs.

In broad terms, Canadian Heritage's OLSP activities complement those of other federal institutions, which expanded appreciably with the tabling of the 2003 Action Plan for Official Languages and the 2008 Roadmap for Canada's Linguistic Duality.

The interdepartmental coordination resources available to Canadian Heritage have enabled only partial achievement of the OLSP objectives. Variations have persisted on the precise interpretation of Canadian Heritage's interdepartmental coordination role. Those who look to the OLSPs to oversee and, if required, to compel other federal institutions to fully assume their responsibilities under section 41 of the *Official Languages Act* will be less than satisfied with activities undertaken to date. Those who expect the OLSPB to be able, as required, to support federal institutions in the discharge of their official language responsibilities will be relatively pleased with OLSP activities. Interdepartmental coordination in the regions is uneven. The limited resources available to regional offices of the Department of Canadian Heritage mean that the success of the interdepartmental effort becomes much more dependent on the work done by the other partners.

### **Success and impact**

The Community Life component has contributed to the vitality of OLMCs by enabling them to maintain an active community support network and by assisting provincial and territorial governments in this area. The challenge now facing the OLSPs is clarification of the connection that unifies the various subcomponents of this component. In many respects, the rationale on which it is based is not sustainable in the long term. The proliferation of community and government participants in official-languages activities means that the current model, which involves the preparation of a global development plan as the basis for a collaboration accord between Canadian Heritage and the association network funded by the OLSPs, is becoming substantially outdated. It therefore seems important to clarify the role of the organizations funded by the OLSPs (particularly spokesperson organizations) and the purpose of the collaboration accords. In so doing, it seems wise to maintain the principle wherein OLMCs can play a part in distributing the funds allocated to them, as was the case with the Canada-community agreements and is now with the collaboration accords.

The Minority Language Education component has helped in efforts to consolidate the minority-language education system. By supporting development initiatives focused on

suitable curricula, educational resources, teacher training, the delivery of specialized services and capital spending, the activities funded by the OLSPs continue to reflect the requirements of minority-language school boards. Consolidation is a long-term process, which means that many such needs continue to exist. Moreover, the very nature of the education system, in which curriculum review is cyclical, means that some of the additional costs associated with minority-language instruction will continue to be recurrent.

Early childhood development is an area that merits special attention and a number of initiatives were launched during the funding cycle under review. However, it remains an underexploited field in many regions of Canada, despite the fact that poor results in this area have a direct and significant effect on the education system, especially at the primary level. This area is not the sole responsibility of the Department of Canadian Heritage and should, therefore, be the subject of a joint strategy with the federal institutions concerned.

The Second-Language Learning component has also been helpful in the well-publicized efforts across Canada to revitalize second language programs and broaden access to them. Intensive second-language program initiatives are particularly promising as a means of addressing well-documented shortcomings found in core programs. By emphasizing the development of new programs and educational resources, teacher training and specialized services, the OLSPs are supporting initiatives that respond to the needs expressed by school boards active in these areas. As in the case of minority-language education, the needs are far from met and both levels of government will therefore have to continue their efforts.

Progress to date in the measurement of language proficiency of students in second-language programs is particularly significant, and merits special attention. Essentially, the experience acquired by the Edmonton Public School Board, among others, should now be extended to other regions of Canada. Over the years, the inability to measure learning in this area has led to a great deal of speculation about the effectiveness of second language programs, even immersion programs. Progress to date in measuring language proficiency has had a direct and positive impact on student recruitment. Conditions thus seem favourable for even more meaningful progress to be made during the next funding cycle.

The Promotion of Linguistic Duality component has so far contributed to some limited results, but certainly not to the broader implementation of Canada's linguistic duality. If the OLSPs mobilized resources for the promotion of linguistic duality, a strong interest to support such efforts would be seen. Little reluctance, and in fact a great deal of interest in federal involvement designed to support efforts to promote the two official languages, particularly in the context of international pluralism, has been noticed. Such promotion could take the form of direct action by the federal government, or regional and local activities supported by the OLSPs.

There has been some interaction to date between the components and other elements of the OLSPs, but it remains minimal, and the structure of the OLSPs itself does not encourage such systematic cooperation. Yet more direct interaction between the various components appears wholly desirable, given that all OLSP components have common objectives relating to the vitality of OLMCs and the enhancement of official languages.

### **Cost-effectiveness and alternatives**

In general, the OLSPs constitute an effective approach to frame the Department's official languages activities. Costs incurred to date are broadly in line with the funds initially allocated, and administrative costs remain reasonable at about 4% of the total OLSP budget. The objective therefore is to update and strengthen the structure, rather than replace it with a fundamentally different approach.

With regard to education and services in the minority language, the federal, provincial and territorial governments are relatively satisfied with the structure now in place, which is based, for education, on a Protocol and a series of bilateral agreements, and in the case of minority language services, on a series of bilateral agreements. The main reservations relate to accountability. The current approach is particularly burdensome and of very limited usefulness to the participants involved. The proposal submitted by a number of provincial and territorial governments for a strategy based on cyclical evaluation of activities under the bilateral agreements seems more promising, and merits examination.

With respect to collaboration with the community sector, concerns have been expressed about the process for implementing accords with community groups, particularly with respect to project funding. The time taken for approval of a number of projects is still long enough to have a negative impact on the ability of some groups to implement the projects as initially planned. The accountability requirements imposed on recipient groups also constitute significant challenges, particularly with respect to the frequency with which reports are to be submitted.

### **Recommendations**

Five recommendations have been drawn up on the basis of the findings of the evaluation report:

***Recommendation 1*** That the Department of Canadian Heritage review the support it currently provides to community groups through collaboration accords and contribution agreements. The Department's support should more adequately reflect the involvement of other federal institutions and other levels of government. The Department should also endeavour to simplify the approval process for funding individual projects.

- Recommendation 2** That the Department of Canadian Heritage make measuring proficiency with respect to second language programs a priority in the next Protocol and accompanying bilateral agreements. This initiative should include all second language programs: core, intensive and immersion programs.
- Recommendation 3** That the Department of Canadian Heritage should include clauses respecting cooperation between participants in the bilateral agreements associated with each OLSP component. These clauses should especially encourage closer cooperation between minority language and second language education participants.
- Recommendation 4** That the Department of Canadian Heritage intensify efforts to promote both official languages. These efforts should be based on updated discourse regarding the promotion of the two official languages, taking into account the context of increasing plurilingualism at the national and international levels. These promotional activities should be undertaken in close cooperation with other federal institutions, as well as the provincial and territorial governments and community groups.
- Recommendation 5** To ensure continuous evaluation of the results of the OLSPs that involve the provincial and territorial governments (minority language services, minority language education and second language instruction), that the Department of Canadian Heritage move away from annual reports on results in favour of cyclical evaluations carried out by the recipients concerned. This approach would make it possible to base performance measurement on the results of OLSP activities, rather than on an exhaustive list of activities undertaken, thereby facilitating production of more timely reports.

## **1. Introduction**

This document constitutes the final report on the summative evaluation of the Official Languages Support Programs (OLSPs), which was conducted in accordance with the applicable federal government policies and the OLSP evaluation strategy developed in 2003 by the Department of Canadian Heritage. More specifically, the Results-based Management and Accountability Framework (RMAF) for the OLSPs called for a summative evaluation in 2008–09 to support the renewal of these programs planned for the spring of 2009. This report completes this stage. The RMAF did not call for a formative evaluation of the OLSPs.

### **1.1 Background**

The OLSP evaluation was conducted in two phases, the first leading to a detailed evaluation plan, and the second constituting the actual evaluation.

Phase 1 of the evaluation permitted the development of a detailed evaluation plan, including an evaluation framework, a methodological approach, a work plan and a set of data collection tools. This activity began in June 2007 and ended in December of the same year. The OLSP RMAF served as the basis for developing the evaluation plan. The evaluation team used the first phase of the evaluation to update the information in the RMAF and adjust the evaluation framework to make it more responsive to the information needs of the OLSP management group.

Phase 2 of the evaluation began in November 2007 with initial data collection activities (for more details, see the section entitled “Method”) and ended with the submission of this report. Throughout this process, the various data collection activities were overseen and supported by a working group made up of representatives from the OLSPB, regional offices and Evaluation Services at Canadian Heritage as well as consultants from PRA Inc., which conducted the evaluation on behalf of PCH.

This is the first evaluation to cover all OLSP components, which, in previous funding cycles, were evaluated separately.<sup>1</sup> Among other things, this new approach permits a more thorough analysis of the interaction between the various OLSP components.

### **1.2 Structure of this report**

This report is divided into six sections, including this introduction, which provides a summary description of the OLSPs. Section 2 describes the method used in the evaluation, including the main methodological challenges encountered. Section 2 presents an outline of the rationale behind the OLSPs, which are analyzed in greater detail in Section 4 in light of the evaluation findings. Section 5 presents the conclusions, while Section 6 includes recommendations, as required.

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<sup>1</sup> The program subcomponent “Appreciation and Rapprochement” was not evaluated.

### 1.3 Subject of the evaluation: the OLSPs

The OLSPs cover both the enhancement of official languages and the vitality of OLMCs; they mobilize substantial financial resources and have, for over three decades, played a prominent role within the Department of Canadian Heritage and, before that, within the Department of the Secretary of State. This subsection describes the various OLSP components, their management structure and the financial resources invested in them.

#### 1.3.1 Objective of the OLSPs

At the time of the evaluation, the Department of Canadian Heritage sought two strategic outcomes, one of which was that “Canadians live in an inclusive society built on inter-cultural understanding and citizen participation.”<sup>2</sup> Two program activities were associated with this outcome:

- ▶ Promotion of inter-cultural understanding, which included Promotion of Linguistic Duality and Second-Language Learning.
- ▶ Community development and capacity-building, which included Community Life and Minority-Language Education.

The fundamental objective of the OLSPs is therefore to allow these two program activities to be carried out and, ultimately, to foster greater inter-cultural understanding among Canadians.

#### 1.3.2 Components

The structure retained by PCH for the OLSPs reflects its commitments to official languages, as set out in Part VII of the *Official Languages Act* (OLA) (see Appendix C). Thus, section 41 of the OLA states that “The Government of Canada is committed to enhancing the vitality of the English and French linguistic minority communities in Canada and supporting and assisting their development; and fostering the full recognition and use of both English and French in Canadian society.” In accordance with this approach, the OLSPs are divided into two main programs:

- ▶ Development of Official-Language Communities; and
- ▶ Enhancement of Official Languages.

As shown, each of these programs has two components, which include a series of sub-components. Additional to these are three support functions: Coordination of the Federal Commitment, Research, and Promotion. Below is a brief description of these various OLSP components.

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<sup>2</sup> From the Department of Canadian Heritage’s Program Activity Architecture, included in the Department’s 2006–2007 Report on Plans and Priorities.

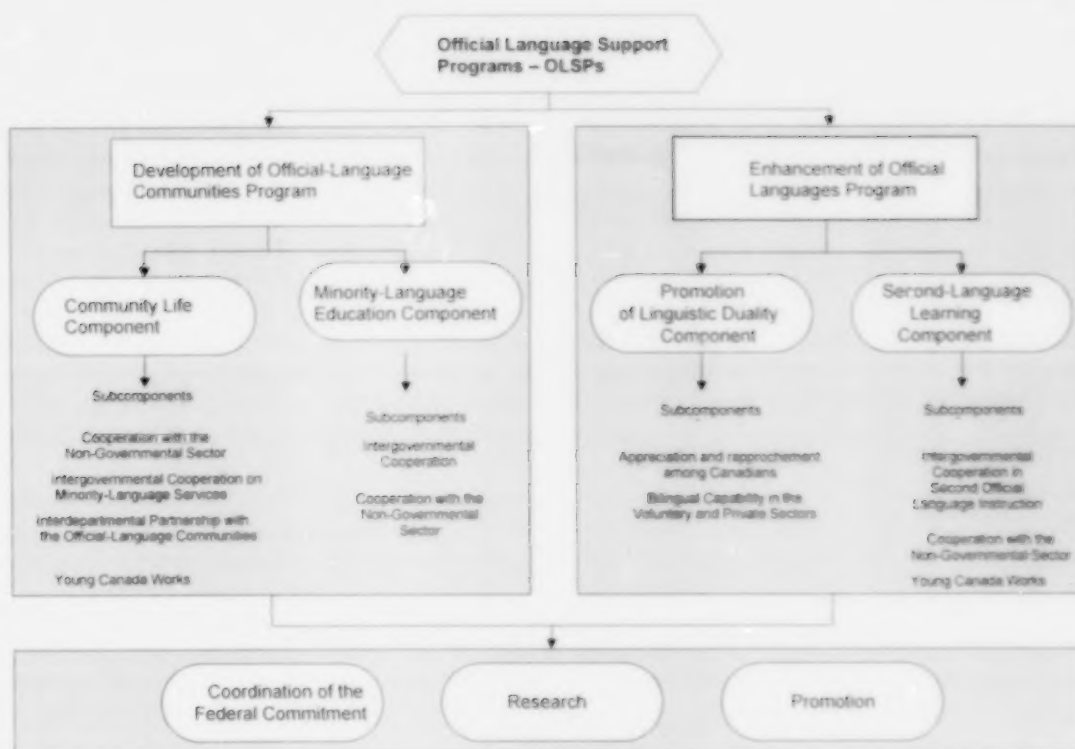


Figure 1

### *Development of Official-Language Communities Program*

#### *Community Life component*

The goal of the Community Life component is to allow the federal government to work with partners to provide official-language minority communities access, in their language, to the community services and infrastructure they need to develop and thrive.<sup>3</sup> This component has four subcomponents, described below.

#### *Cooperation with the Community Sector*

Program: Development of Official-Language Communities
Component: Community Life
Subcomponent: Cooperation with the Community Sector

The Department of Canadian Heritage has signed a collaboration accord with the representative association in each OLMC that describes the values and principles underlying their

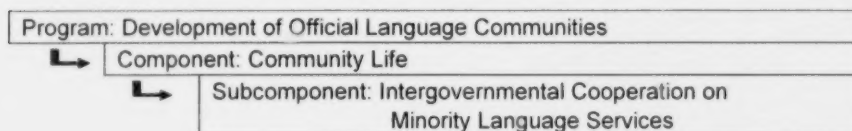
<sup>3</sup> Government of Canada: Canadian Heritage. (2007). *Official Languages: 2005-2006 Annual Report - Volume 1: Official Languages Support Programs*, p. 2.

collaboration, their respective commitments, their priority areas for action and the terms and conditions for implementing the accord. Once signed, each accord remains in force until amended or terminated by the parties.

In each province and territory, a spokesperson organization representing the community sector negotiated and signed a collaboration accord with the Department of Canadian Heritage. In most jurisdictions, these negotiations led to the development of processes wherein communities could make recommendations to the Department concerning support for their activities (program funding) and for innovation (project funding) to be provided to the recipient community organizations.

The collaboration accords provide for financial support (program and project funding, as the case may be) through the OLSPs for close to 400 organizations working in OLMCs across Canada.<sup>4</sup> Each recipient organization determines what activities it plans to undertake with the funding provided by the Department. To guide them in this area, each OLMC has developed a global development plan. Whether provincial or territorial in scope, these plans permit each OLMC organization to describe its areas of activity and priority courses of action.

### ***Intergovernmental Cooperation***



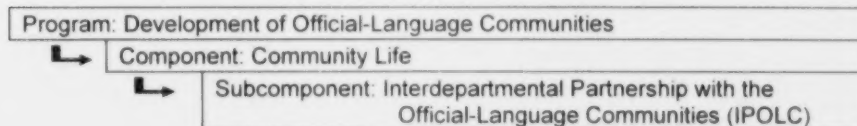
The Department signed agreements with each provincial and territorial government for the delivery of services in the minority language. The term of each agreement varies, but most are for four years: 2005-06 to 2008-09. The provincial or territorial government prepares a strategic plan describing the activities undertaken. Financial support may also be provided for special projects not included in the strategic plan.

The three territories constitute a special case in that the federal government signed agreements in principle for funding of services in both official languages and in certain Aboriginal languages to which the respective territorial governments have granted official language status. The basis in all three cases is the 1984 framework agreement, which was extended to Nunavut when the territory was established in 1999, and the associated annual agreements describing the activities funded and the amounts allocated.

The budget envelope and the types of activities funded by the Department vary from jurisdiction to jurisdiction, but generally include the design and delivery of provincial or territorial services in the minority language, as well as projects for the development and vitality of OLMCs. For example, this subcomponent contributed to the translation of government Web sites, the implementation of health care, early childhood and immigration services, and the expansion of arts and culture programs to include minority-language components.

<sup>4</sup> Government of Canada: Canadian Heritage. (2007). *Official Languages: 2005-2006 Annual Report – Volume 1: Official Languages Support Programs*, p. 2.

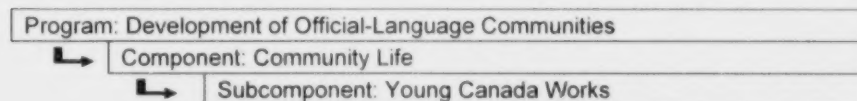
### ***Interdepartmental Partnership with the Official-Language Communities (IPOLC)***



The IPOLC is a program that supports partnerships between OLMCs and other federal institutions. Its main purpose is to provide financial leverage so that OLMCs and federal institutions other than the Department of Canadian Heritage can develop lasting partnerships.

For every project it funds, the Department signs a contribution agreement with the federal institution concerned, which then receives a transfer from Canadian Heritage that provides a portion of the funding allocated to the OLMC organization. The amount of funding provided by the IPOLC varies and could match that provided by the other federal institution.

### ***Young Canada Works***



Through the Youth Employment Strategy, the Department receives funds of which a portion is allocated to the OLSPs to support the Young Canada Works (YCW) initiative. The program provides wage subsidies to allow students aged 16 to 30 to gain summer job experience, and college and university graduates to receive practical training to develop their skills and improve their job prospects. One of the three summer employment programs run by the OLSPs relates specifically to official languages (YCW in Both Official Languages), as does one of the two training programs (YCW at Building Careers in English and French).

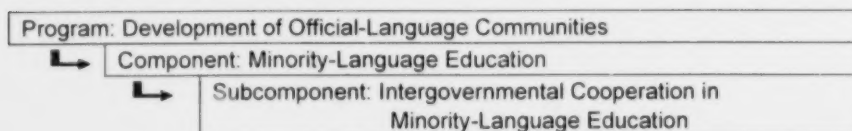
Young people and employers interested in registering do so directly with the YCW program. Some 2,800 young people benefit annually from the program.

### ***Minority-Language Education component***

The purpose of this component is to provide members of OLMCs with the opportunity to have an education in their language comparable in quality to that offered to the majority.<sup>5</sup> This component has two sub-components, described below.

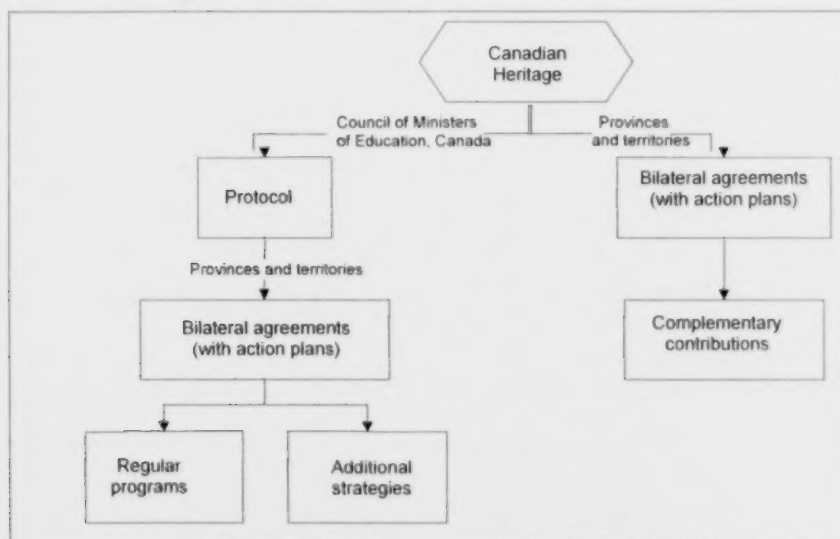
<sup>5</sup> Government of Canada: Canadian Heritage. (2007). *Official Languages: 2005-2006 Annual Report – Volume 1: Official Languages Support Programs*, p. 8.

## Minority-Language Education



Through the Department of Canadian Heritage, the Government of Canada contributes financially to the “additional costs” associated with minority-language education.<sup>6</sup> Accordingly, in 2005–06 it signed another four-year *Protocol for Agreements for Minority-Language Education and Second-Language Instruction* with the Council of Ministers of Education, Canada (CMEC), in addition to a series of bilateral agreements with all of the provincial and territorial governments. The Protocol and related agreements enabled the signatories to clarify their strategic priorities and objectives, and to determine the distribution of the federal contribution among the provinces and territories and among the various envelopes contained in these agreements. The agreements cover both minority-language education and second-language instruction. Figure 2 illustrates all of the components that make up the OLSP contribution to education.

### Agreements on Education



**Figure 2**

<sup>6</sup>

The “additional costs” concept was formally recognized by the Royal Commission on Bilingualism and Biculturalism in its 1967 report. It included an acknowledgment that the delivery of study programs in the minority language or of second-language programs systematically generated additional costs and that it was in the interests of the Government of Canada to assume a portion of those costs, while recognizing that education was a field of exclusive provincial jurisdiction.

The most recent *Protocol for Agreements for Minority-Language Education and Second-Language Instruction 2005-2006 to 2008-09 between the Government of Canada and the Council of Ministers of Education, Canada* sets out the strategic priorities for the federal contribution:

<b>Table 1: Strategic priorities for "regular programs"</b>
▶ Educational services in the language of the minority
▶ Innovative programs for second-language core programs
▶ Immersion programs
▶ Teacher training
▶ Dialogue and mutual understanding between official-language communities
▶ Inter-provincial/territorial and pan-Canadian cooperation, particularly in research

The areas of activity for *Additional Strategies* are similar to those listed in the federal government's March 2003 *Action Plan for Official Languages*:<sup>7</sup>

<b>Table 2: Areas for action identified in the Action Plan for Official Languages</b>
▶ Recruitment and retention of students in minority schools
▶ Better access to post-secondary education in French outside Quebec
▶ Consolidation of education programs for Anglophones in Quebec
▶ Doubling the number of secondary school graduates with a working knowledge of their second official language
▶ Increasing the number of bursaries and monitors

Lastly, the Protocol lists the strategic priorities applicable to *Complementary Contributions*, found in what are called the "non-protocol agreements":

<b>Table 3: Strategic priorities for "Complementary Contributions"</b>
▶ Development of post-secondary education
▶ Infrastructure projects
▶ Promotion of research in minority-language education and second-language instruction
▶ Program growth and quality and cultural enrichment in minority-language education
▶ Growth and improvement of second-language programs

As a party to a signed bilateral agreement under the Protocol, each province and territory prepared an action plan describing, among other things, its strategic priorities, expected outcomes, performance indicators and estimated expenditures. In accordance with the structure retained for this OLSP subcomponent, each action plan has four segments:

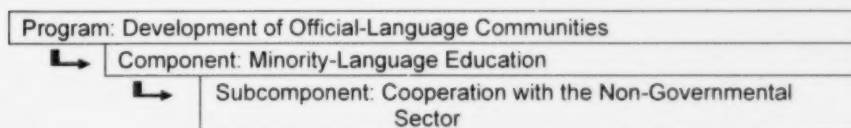
<sup>7</sup> Government of Canada. (2003). *The Next Act: New Momentum for Canada's Linguistic Duality. The Action Plan for Official Languages*. Ottawa.

Regular programs	▶ Minority language
	▶ Second language
Additional strategies	▶ Minority language
	▶ Second language

Each province and territory party to a non-protocol bilateral agreement also prepared an action plan for complementary contributions, the content of which is determined by the actual purpose of the agreement. During the period under review, the Department signed non-protocol agreements with all of the provinces and territories (from one to four agreements per jurisdiction), for a total of 51 agreements totaling a federal contribution of \$108 million.<sup>8</sup> The most common types of projects in this category are the establishment of school and community centres and post-secondary initiatives.

Lastly, the Protocol gives the CMEC responsibility for the administration of two programs: Explore/Destination Clic (formerly the Summer Language Bursary Program) and Accent/Odyssey (formerly the Official-Language Monitor Program).

### ***Cooperation with the Non-Governmental Sector***



The Department provided financial support to a number of specialized educational organizations for special projects that respond to needs identified in minority- language education. To that end, it signed between 11 and 13 contribution agreements in each fiscal year with the recipient organizations. For example, funding was provided under this subcomponent for a study of the needs of Francophone school boards in minority communities, which led to a report entitled *Section 23 Action Plan – For a Complete French-Language School System in Canada*.

### ***Enhancement of Official Languages Program***

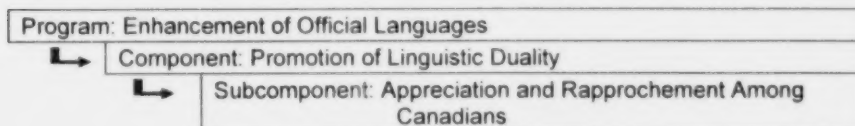
#### ***Promotion of Linguistic Duality component***

The goal of the Promotion of Linguistic Duality component is to promote closer ties between Anglophone and Francophone communities and to encourage non-governmental organizations to provide services in both official languages.<sup>9</sup> This component has two subcomponents, described next.

<sup>8</sup> Some of the bilateral agreements were signed before the signing of the Protocol. The \$108 million includes only complementary funding, since some agreements combined complementary and additional funding.

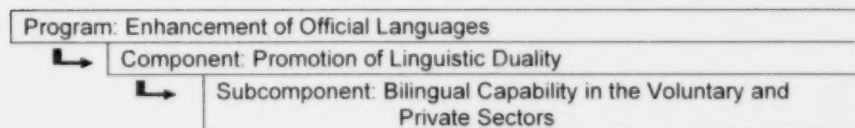
<sup>9</sup> Government of Canada: Canadian Heritage. (2007). *Official languages: 2005-2006 Annual Report – Volume 1: Official Languages Support Programs*, p. 13.

### ***Appreciation and Rapprochement Among Canadians***



The Department provided financial support for some 12 organizations involved in promoting the advantages of bilingualism, linguistic duality and second-language learning. Program funding has been allocated to Canadian Parents for French and its members, French for the Future and Exchanges Canada, among others. The Department also signed contribution agreements annually with organizations for non-recurrent projects promoting the advantages of bilingualism, linguistic duality and second-language learning. Funding through this subcomponent supported between 14 and 20 non-recurrent projects per fiscal year during the period under review.

### ***Bilingual Capability in the Voluntary and Private Sectors***



The Department has provided financial support (50 per cent of actual costs, to a maximum of \$5,000) to non-profit organizations for the provision of services and information in both official languages. This financial support permits recipient organizations to provide interpretation services at conferences and other similar events, and to translate documents of interest to the public, including Web sites. About 100 projects of this kind are funded each year. Additional to this is funding for non-recurrent projects to test innovative approaches to provide services in both official languages. A total of 16 projects were funded over five years, with the level of funding per project averaging about \$25,000. For example, funding was provided through this subcomponent for local initiatives designed to promote the advantages of bilingualism for economic purposes and to document such experiences so that other parts of the country can follow suit.

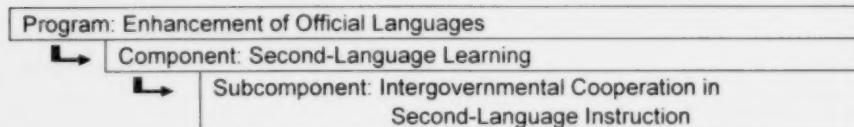
### ***Second-Language Learning component***

The goal of the Second-Language Learning component is to ensure that a greater proportion of Canadians are able to express themselves in English and French.<sup>10</sup> This component has three subcomponents, described next.

<sup>10</sup>

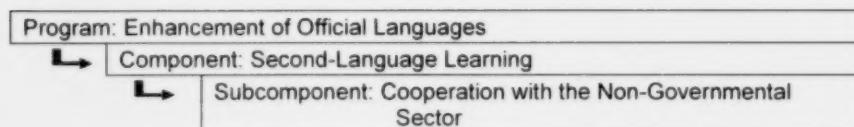
Government of Canada: Canadian Heritage. (2007). *Official Languages: 2005-2006 Annual Report – Volume I: Official Languages Support Programs*, p. 16.

## ***Second-Language Instruction***



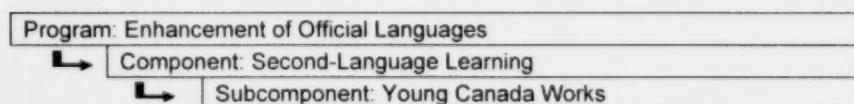
The Department contributes financially to the additional costs associated with teaching the second official language (core, intensive or immersion programs, as the case may be). The funding structure is that described above for the Intergovernmental Cooperation in Minority-Language Education component. The federal contribution to second-language teaching is therefore structured through a protocol and a series of bilateral agreements covering regular programs, additional strategies and complementary contributions (non-protocol agreements).

## ***Cooperation with the Non-Governmental Sector***



The Department provided financial support to a number of specialized educational organizations for special projects that meet the needs identified in second-language instruction. To that end, it signed between 8 and 11 contribution agreements per fiscal year with the recipient organizations. For example, funding was provided through this subcomponent for a study on the experience with the intensive French program to date and the development of training tools for second-language teachers.

## ***Young Canada Works***



Through wage subsidies, the Young Canada Works program enables students aged 16 to 30 to develop their knowledge of their second official language through summer jobs and work placements. The structure of the program is described above for the Young Canada Works sub-component of the Community Life component.

## ***Support functions***

The three support functions described below are funded from the Department's operating funds, rather than grants or contributions.

## ***Coordination of the Federal Commitment***

In accordance with its mandate under section 42 of the *OLA*, the Department undertakes activities designed to support and encourage coordination among federal institutions of their

commitments under section 41 to “enhancing the vitality of the English and French linguistic minority communities in Canada and supporting and assisting their development,” and “fostering the full recognition and use of both English and French in Canadian society.”<sup>11</sup> These activities include support for the Network of National Coordinators responsible for the implementation of section 41<sup>12</sup> and for a number of sectoral committees, cooperation with the network of OLMC associations, preparation of the annual report on the achievements of the various federal institutions under section 41, management of the IPOLC, and communication activities such as *Bulletin 41-42*, a Web site, promotional materials and guides for coordinators.

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### **Research**

The OLSPB research team continuously conducts analyses focused specifically on official languages. The research is carried out either internally by the research team, or externally under contract.

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### **Promotion**

The OLSPB is active in promoting and raising awareness of Canada’s linguistic duality. For example, the Department provided support for the *LangCanada.ca* portal, which provides a range of tools and resources for second-language learning, funded promotional materials on official languages, such as the International Year of Languages poster, and covered travel costs for researchers attending international forums on official languages. Some 10 initiatives, generally valued at under \$10,000, are funded annually through this support function.

#### **1.3.3 Management structure**

The OLSPB and the Department’s regional offices have joint and complementary responsibility for the various components and subcomponents of the OLSPs (see Figure 3). A number of branches are involved:

- ▶ *Policy Directorate, Official Languages*: Responsible, among other things, for negotiating the Protocol for education and bilateral agreements on minority language education and services. It also takes part in official-language policy development, research, planning, performance measurement and OLSP accountability activities.
- ▶ *Operations and Regional Coordination Directorate*: Supports the operational implementation of all OLSP activities, including those funded through bilateral agreements, grants and contributions, and the national components of the OLSPs: Young Canada Works and the bursary and monitor programs.
- ▶ *Interdepartmental Coordination Directorate*: Responsible for all interdepartmental coordination activities undertaken in accordance with sections 41 and 42 of the *OLA*, including the management of the IPOLC.

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<sup>11</sup> Section 41, *OLA* (1985, c. 31 (4th Supp.))

<sup>12</sup> The Network of Coordinators promotes the exchange of information and best practices, and supports the other federal departments with respect to their obligations under section 41 of the *OLA*.

- ▶ *Planning and Resource Management Directorate*: Responsible for managing financial data on the OLSPs. It accordingly produces periodic reports for other OLSP managers, and the Department's annual reports on OLSP activities.
- ▶ *Regional offices*: Responsible for delivering some aspects of programs related to cooperation with the community sector and intergovernmental cooperation on minority-language services, some aspects of promotion of linguistic duality and interdepartmental coordination in the regions, and some aspects of Enhancement of Official Languages.



**Figure 3**

### 1.3.4 Financial resources

When the OLSPs were renewed and restructured in 2003, the federal government planned to invest nearly \$2 billion in them over six consecutive fiscal years, from 2003-2004 to 2008-09.

Table 4 shows the financial allocations within the reference levels by OLSP component. This amount represents the regular OLSP budget, including the contribution provided for in the *Action Plan for Official Languages* for fiscal years 2003-2004 to 2007-2008. The Action Plan's commitment to the OLSPs totalled \$415 million. This is in addition to the federal government's commitment in the March 2007 budget to add \$15 million over fiscal years 2007-08 and 2008-09 (this amount is included in Table 4). This new commitment targets mainly the Development of Official-Language Communities Program (\$13 million), and the Enhancement of Official Languages Program (\$2 million).

Expenditures for the first five fiscal years are shown in Table 5. The comparison of forecast spending with the amounts initially allocated prompts a few remarks:

- ▶ Except in the first fiscal year, actual OLSP expenditures during the first five years exceeded the amounts allocated initially (between 2% and 6% higher per fiscal year).

- ▶ The largest discrepancy is found in the Promotion of Linguistic Duality component. Over the first five years, actual total spending for this component was 24% less than the initial allocation. This reflected a general tendency within the federal government to limit spending for promotional purposes.
- ▶ In the two components for which the investments are the largest—Minority-Language Education and Second-Language Instruction—the variations are limited. In fact, the actual total spending on minority language education over the first five years was slightly (2%) above the amounts allocated initially. In second language instruction, actual total spending was roughly 5% above over the same period.
- ▶ Total administrative costs over the first five years were 14% below the amounts allocated initially. Moreover, these costs represent between 3% and 4% of total expenditures.

**Table 4: Funding allocations within the OLSP reference levels**

Year	Dev't of OL Communities		Enhancement of OL		Support/ Admin.	YCW	Total
	Community Life	Education (min. lang.)	Promotion	Education (sec. lang.)			
1) 2003-04	50,668,000	146,780,349	7,361,162	68,111,367	10,660,419	3,696,800	287,298,097
2) 2004-05	50,350,000	153,348,749	5,747,832	81,392,967	11,364,794	3,385,000	305,589,342
3) 2005-06	53,486,550	166,848,749	5,852,224	94,892,967	13,353,708	3,385,000	337,819,198
4) 2006-07	52,999,700	170,201,170	5,747,832	100,086,278	14,196,845	3,385,000	346,616,825
5) 2007-08*	53,822,633	168,171,549	5,747,232	102,390,899	14,491,205	3,385,000	348,008,518
6) 2008-09*	66,741,924	169,171,549	10,655,028	101,390,899	11,771,170	3,385,000	363,115,570
Total	328,188,807	974,522,115	41,111,310	548,265,377	75,838,141	20,621,800	1,988,447,550

Notes: (\*) The March 2007 federal budget added \$15 million for each of the 2007-08 and 2008-2009 fiscal years. These additional funds are included in this table.

Source: Administrative data provided by the OLSPB.

**Table 5: Actual OLSP expenditures**

Year	Dev't of OL Communities		Enhancement of OL		Support/ Admin.	YCW*	Total
	Community Life	Education (min. lang.)	Promotion	Education (sec. lang.)			
1) 2003-04	56,504,516	135,580,116	5,311,528	63,563,306	9,994,316	3,575,707	274,529,488
2) 2004-05	50,630,084	162,519,146	4,544,399	78,946,531	11,154,154	3,697,562	311,491,876
3) 2005-06	51,744,114	179,393,341	4,629,739	102,182,848	10,688,540	3,520,857	352,159,439
4) 2006-07	55,981,422	169,338,543	4,028,150	111,442,454	11,646,549	3,402,564	355,839,682
5) 2007-08	60,855,773	176,279,531	4,483,803	113,831,649	11,672,622	3,460,499	370,583,877

Notes: (\*) The amounts for YCW have been subtracted from the Community Life and Second-Language columns.

Source: Administrative data provided by the OLSPB.

## **2. The OLSP rationale: An outline**

The primary goal of a summative evaluation is to determine the extent to which the rationale for a given program has been executed as anticipated, and whether its implementation has had unforeseen effects. This section of the report includes an overview of the OLSP rationale. A more detailed analysis, based on the evaluation findings, is presented in section 4.

### **2.1 Development of Official-Language Communities**

The goal of the activities undertaken and supported by the Department through its Development of Official-Language Communities Program is to develop the vitality of OLMCs. In accordance with the rationale for this program (see Figure 4, page 16), increased access to minority-language education, access to services provided by a community institutional network, and access to services and programs delivered by federal institutions, contribute directly to the achievement of that goal.

### **2.2 Enhancement of Official Languages**

The goal of the activities supported by the Department through its Enhancement of Official Languages Program is to develop the understanding, appreciation and use of both official languages across Canada. In accordance with the rationale for this program (see Figure 5, page 17), an increase in the number of Canadians who speak both official languages and have a better understanding of Canada's linguistic make-up contributes directly to the achievement of that goal. It is further expected that increased involvement of federal institutions in the promotion of official languages also contributes to the achievement of that goal.

### Development of Official-Language Communities Logic Model

<b>Activities</b>				
	Financial assistance for the Community Life component	Financial assistance for the Minority Official-Language Education component	Coordination of the federal commitment to support OLMC development	Research on OLMC issues and policies and dissemination of the results
<b>Outputs</b>	<ul style="list-style-type: none"> <li>- Agreements</li> <li>- Grants</li> <li>- Contributions</li> <li>- Budget transfers</li> </ul>	<ul style="list-style-type: none"> <li>- Agreements</li> <li>- Contributions</li> </ul>	<ul style="list-style-type: none"> <li>- Mechanisms for liaising and cooperating with OLMCs</li> <li>- Action plans, section 41 achievement reports and evaluation tools</li> </ul>	<ul style="list-style-type: none"> <li>- Research, surveys, analyses etc</li> <li>- Interdepartmental working group on research</li> <li>- Research partnerships</li> <li>- Conferences, forums, etc.</li> <li>- Communication tools</li> </ul>
<b>Immediate Outcomes</b>	<ul style="list-style-type: none"> <li>- Creation, improvement and delivery of activities and services designed for minority communities by community organizations, by provincial, territorial and municipal governments, and by federal departments and agencies</li> <li>- Greater ability of all partners to effectively structure the development of OLMCs</li> </ul>	<ul style="list-style-type: none"> <li>- Increase in provincial and territorial activities aimed at providing education in the OLMC language, at all levels of education</li> <li>- Increase and dissemination of knowledge and enhanced access to innovative tools and methods for minority-language education</li> <li>- Increase in the proportion of Canadians in minority communities receiving their education in their first official language</li> </ul>	<ul style="list-style-type: none"> <li>- Increased OLMC knowledge of the policies and programs of federal departments and agencies</li> <li>- Knowledge and inclusion of OLMC concerns in the development of government initiatives and policies</li> </ul>	<ul style="list-style-type: none"> <li>- Availability and dissemination of data and analyses pertaining to official languages and OLMCs</li> <li>- Better coordination of the research activities of the various partners for a better shared understanding of the issues</li> </ul>
<b>Intermediate Outcomes</b>	<ul style="list-style-type: none"> <li>- Increased OLMC access to quality education in their language, in their community</li> <li>- Increased OLMC access to programs and services provided, in their language, by federal departments and agencies, the provinces, territories and municipalities, and community organizations</li> <li>- Increased OLMC ability to live in their own language, to participate in Canadian society and to ensure their long-term development</li> <li>- Better cooperation among multiple partners to foster the development and vitality of OLMCs</li> </ul>			<ul style="list-style-type: none"> <li>- More targeted efforts by the federal government and its partners in supporting OLMC development</li> </ul>
<b>Final Outcomes</b>	<ul style="list-style-type: none"> <li>- Sustainability of Canada's official-language minority communities</li> <li>- Increased social cohesion in Canada</li> </ul>			

Figure 4

### Enhancement of Official Languages Logic Model

<b>Activities</b>					
	Financial assistance for the Promotion of Linguistic Duality component	Financial assistance for the Second-Language Learning component	Promotion of linguistic duality to Canadians and abroad	Coordination of the federal commitment to support linguistic duality	Research on linguistic duality issues and policies and dissemination of the results
<b>Outputs</b>	<ul style="list-style-type: none"> <li>- Contributions</li> <li>- Grants</li> <li>- Budget transfers</li> </ul>	<ul style="list-style-type: none"> <li>- Agreements (federal-provincial / territorial, CMEC)</li> <li>- Contributions</li> </ul>	<ul style="list-style-type: none"> <li>- Promotion, information and awareness activities (such as forums)</li> <li>- Promotional tools (Web site, information kit)</li> </ul>	<ul style="list-style-type: none"> <li>- Mechanisms for supporting and increasing awareness among federal departments and agencies</li> <li>- Action plans and section 41 achievement reports</li> <li>- Communications tools</li> </ul>	<ul style="list-style-type: none"> <li>- Research, surveys, analyses, etc</li> <li>- Interdepartmental working group on research</li> <li>- Research partnerships</li> <li>- Conferences, forums, etc</li> <li>- Communication tools</li> </ul>
<b>Immediate outcomes</b>	<ul style="list-style-type: none"> <li>- Increased participation in activities to promote linguistic duality and to bring Canadians closer together</li> <li>- Enhancing the importance of the French language and culture in Canada</li> <li>- Increased access by Canadians to the services of NGOs in both official languages</li> </ul>	<ul style="list-style-type: none"> <li>- Increased provision of provincial and territorial programs and activities relating to learning English and French as a second official language</li> <li>- Increased dissemination of knowledge and enhanced access to innovative tools and methods for teaching English or French as a second language</li> <li>- Greater proportion of Canadians who learn English or French as a second language and become acquainted with the culture it conveys</li> </ul>	<ul style="list-style-type: none"> <li>- Canadians better informed about linguistic duality in Canada</li> <li>- Canadians more aware of the benefits of learning English or French as a second language</li> <li>- Sharing and showcasing Canadian expertise relating to official-language policy and education, at home and abroad</li> </ul>	<ul style="list-style-type: none"> <li>- Federal departments and agencies are more aware of their responsibilities with respect to linguistic duality</li> </ul>	<ul style="list-style-type: none"> <li>- Availability and dissemination of data and analyses pertaining to linguistic duality in Canada</li> <li>- Better coordination of the research activities of various partners with a view to a better shared understanding of the issues</li> </ul>
<b>Intermediate Outcomes</b>	<ul style="list-style-type: none"> <li>- Increased proportion of Canadians: <ul style="list-style-type: none"> <li>- who have a working knowledge of both official languages</li> <li>- who have a better understanding and appreciation of the benefits of linguistic duality</li> <li>- who accept the rights of linguistic minorities and encourage their participation in Canadian society</li> </ul> </li> </ul>			<ul style="list-style-type: none"> <li>- Increased efforts by federal departments and agencies to foster linguistic duality</li> </ul>	<ul style="list-style-type: none"> <li>- Better targeted efforts by the federal government and its partners</li> </ul>
<b>Final Outcomes</b>	<ul style="list-style-type: none"> <li>- Canada is recognized at home and abroad as an officially bilingual country</li> <li>- Canadians as a whole recognize and support linguistic duality</li> <li>- Increased social cohesion in Canada</li> </ul>				

Figure 5

### **3. Method**

#### **3.1 Summary description**

This evaluation of the OLSPs addresses 14 evaluation questions covering their relevance, design and implementation, success and effectiveness (see Appendix A for a complete list of the questions, with their associated indicators and data sources). To that end, six broad lines of inquiry were selected: review of relevant documents, review of the literature, a series of interviews at the national level, field visits, panels of experts and online surveys. Each of these lines of inquiry is briefly described below.

##### **3.1.1 Document analysis**

Several sources of administrative documentation were consulted in order to take stock of the resources employed, and the outputs and outcomes obtained by the OLSPs.

The evaluators reviewed seven program evaluations of OLSP components conducted in 2003 in order to identify the main findings and the follow-up action planned by the Department.

Their analysis also included a review of 14 documents pertaining to the OLSPs, such as funding approvals, Memoranda to Cabinet, Treasury Board submissions and the Department's annual reports on official languages (volumes 1 and 2) in order to document the structure of the OLSPs and its evolution in recent years.

The evaluators also reviewed intergovernmental and community agreements for each province and territory.

Lastly, the evaluation team analyzed data in 810 funding files from the Department's grants and contributions information management system covering fiscal years 2003-04 to 2007-08 (as at February 5, 2008). A sample was prepared of 113 files representing all of the program components, regions and fiscal years concerned, to enable a detailed analysis of 97 corresponding files in traditional paper format, since some of the files identified were not available when the evaluation was carried out. This made it possible to examine data on the OLSP application and approval process, and the information supplied by recipients on their expenditures, activities and outcomes. The findings of this exercise are incorporated into this report.

##### **3.1.2 Literature review**

The evaluation was based on an exhaustive literature review of over 80 documents, most of which were research reports, studies, fact-finding reports, briefs from organizations, census and public opinion survey data concerning the relevance of the OLSPs and conclusions about their likely impact and effects. The main conclusions fall under four areas: minority community development, minority language education, second official-language instruction, and enhancement of official languages.

### 3.1.3 National interviews

In January and February 2008, 46 interviews were conducted with 55 participants from across the nation: representatives of federal institutions, including the OLSPB and its directorates, national Francophone organizations, Anglophone organizations in Quebec, and the CMEC. Through these interviews, information and informed perceptions were gathered from respondents with respect to the relevance, design and implementation, and success of the OLSPs.

### 3.1.4 Field visits

The evaluation was also based on visits to all 10 provinces and 3 territories between February and April 2008, during which 89 interviews were conducted with 175 individuals. At the same time, two of the five planned focus groups with second language teachers were carried out in British Columbia and Nova Scotia. Findings from the interviews were analysed by type of respondent: minority school boards, majority school boards, departments of education, minority language services, minority spokesperson groups, and regional offices of Canadian Heritage and other federal institutions.

### 3.1.5 Expert panels

Three panels of experts on community development, minority language education and second language learning were convened to examine the preliminary findings of the evaluation in late May 2008. In all, 17 researchers or observers recognized as experts from every region of Canada considered the major OLSP evaluation questions in their respective fields of expertise.

### 3.1.6 Online surveys

There were three online surveys of OLSP recipient organizations, and majority and minority school board members. Table 6 shows the objectives, sample size, distribution method and response rate for each survey.

<b>Table 6: Surveys of OLSP recipient organizations and majority and minority school boards</b>			
	<b>Recipient organizations</b>	<b>Majority school boards</b>	<b>Minority school boards</b>
<b>Objectives</b>	To collect information on <ul style="list-style-type: none"> <li>• grants and contribution application processes specifically, and funding mechanisms in general;</li> <li>• requirements with respect to program implementation and service delivery in minority and majority communities;</li> <li>• the ability of the OLSPs to meet these requirements, and progress achieved through the various components;</li> <li>• progress achieved through the total contribution of federal institutions; and</li> <li>• the relevance of the OLSPs in general.</li> </ul>	To examine <ul style="list-style-type: none"> <li>• their needs, challenges and progress made in second language instruction and promotion of linguistic duality;</li> <li>• their perceptions of the impact of programs and services made available through the Second Language Instruction and Promotion of Linguistic Duality components over the last five years; and</li> <li>• the relevance of the OLSPs in general.</li> </ul>	To examine <ul style="list-style-type: none"> <li>• their needs, challenges associated with the minority situation of their communities and boards, progress made in minority language education and the promotion of linguistic duality;</li> <li>• their perceptions of the impact of programs and services made available through the Minority Language Education and Promotion of Linguistic Duality components over the last five years; and</li> <li>• the relevance of the OLSPs in general.</li> </ul>
<b>Population</b>	882 organizations	3,151 board members	509 board members

<b>Sample size</b>	837 organizations	1,145 board members	269 board members
<b>Distribution</b>	A letter, followed by an e-mail invitation containing a link to the online questionnaire, and two e-mail reminders	A letter, followed by an e-mail invitation containing a link to the online questionnaire, and two e-mail reminders	A letter, followed by an e-mail invitation containing a link to the online questionnaire, and two e-mail reminders
<b>Response rate</b>	23.8% (of those for whom a valid e-mail address was available)	8.8% (of those for whom a valid e-mail address was available)	18.2% (of those for whom a valid e-mail address was available)

### 3.2 Limitations and challenges

The evaluation was an arduous exercise, given the complexity and scope of the subject matter—all components of the OLSPs—and the need to cover the entire country. A number of sources of information were therefore used in order to cross-reference and obtain an accurate picture of the situation. The approach proved effective, with two exceptions: the focus groups with second-language teachers, and the surveys.

As noted above, five focus groups were planned, distributed geographically. However, cooperation from the majority school boards and teachers approached was only satisfactory in two provinces, Nova Scotia and British Columbia, and only one teacher showed up in a third province, Alberta. In the other two cases, meetings simply could not be arranged.

There were two main limitations as far as the surveys are concerned. It was not possible to obtain e-mail addresses for all potential respondents, reducing the number of respondents who could complete a questionnaire online, a far quicker and simpler method than the paper questionnaire, which had to be requested. This had a greater impact on the majority school board members than on the minority board members. The survey of the majority members was also a first in the evaluation of OLSP support, and the names of board members were taken from public sources, mainly online. Directly approaching these participants, who are linked both to education and to community life, prompted mixed reactions among trustees and some school board officials, and may have affected the number of questionnaires completed. It is impossible to estimate the effect of these limitations.

Moreover, analysis of administrative records made a less meaningful contribution to the evaluation than anticipated, given the limited content of the electronic files and of the sample of paper files examined. The electronic files document the entire assistance application process, and the justification and approval of the amounts to be disbursed. The paper files examined document the amounts actually disbursed and, in most cases, the activities undertaken in connection with these disbursements. However, very few of the files contained details or proper reports on the strategy developed for performance measurement, performance measurement indicators, or any information on the extent to which the desired results were achieved. Rather, the files contain indications that these details were communicated to OLSP officials, but are not actually included in the files.

The evaluation was therefore denied some data that, on the basis of the fragments that were obtained, would in all likelihood not have differed fundamentally from the other data compiled. The initial strategy of using multiple sources of data thus served well as a safety net.

## 4. Evaluation findings

This section of the report presents the main findings of the OLSP evaluation. The analysis of the information is arranged by OLSP component and on the basis of the stated rationale in each case. Therefore, for each component, the anticipated and achieved outcomes were summarized, in light of an aggregate of information from all data sources. Only the question of the relevance and purpose of the OLSPs is addressed in its entirety, rather than by OLSP component, in order to avoid an unnecessarily repetitive text.

### 4.1 Rational and Relevance of the OLSPs

This subsection addresses the question of rational and relevance of the OLSPs from internal (federal government) and external (Canadian society) viewpoints.

#### 4.1.1 Internal viewpoint

With regard to both objectives and structure, the OLSPs are consistent with the federal government's objectives and, more particularly, those of the Department of Canadian Heritage.

The OLSPs remain the federal government's best means of meeting its obligations under Part VII of the *OLA*, and more particularly sections 41 to 43. The OLSPs represent a significant investment in support of the development and vitality of OLMCs and the enhancement of official languages (section 41). It is also through the OLSPs that the Department of Canadian Heritage acts to encourage a coordinated approach for the official languages activities of various federal institutions (section 42). Lastly, the OLSPs represent practically the only tool the federal government uses to support the efforts of the provincial and territorial governments in minority language education, second language instruction and the delivery of services in the minority language (section 43).

The evolution of the political and legislative context during the period covered by this evaluation (2003 to 2009) has been favourable to the relevance of the OLSPs.<sup>13</sup> This refers to the March 2003 release of the *Action Plan for Official Languages*, designed to provide "new momentum for Canada's linguistic duality" and calling for the investment of over \$750 million over five years in official languages.<sup>14</sup> Two years later, Parliament amended the *OLA* to specify that "Every federal institution has the duty to ensure that positive measures are taken for the implementation of" its commitment to "enhancing the vitality of the English and French linguistic minority communities in Canada" and "fostering the full recognition and use of both English and French in Canadian society."<sup>15</sup> More recently, the announcement of the Roadmap for Canada's Linguistic Duality 2008–2013 reaffirmed "the Government of Canada's commitment to

<sup>13</sup> During the review period, the federal government's commitment to linguistic duality was restated in the Speeches from the Throne of November 2003, February and October 2004, and October 2007. Only the April 2006 Speech from the Throne failed to mention linguistic duality.

<sup>14</sup> Government of Canada. (2003). *The Next Act: New Momentum for Canada's Linguistic Duality. The Action Plan for Official Languages*. Ottawa., p. 1.

<sup>15</sup> Section 41(2), *OLA*, 1985, c. 31.

linguistic duality and our two official languages,” with an investment of \$1.1 billion over five years in official languages.<sup>16</sup>

The federal government’s investments in official languages, particularly under the Action Plan and the Roadmap, combined with those of the other orders of government, broadly reaffirmed the concept stated in 1967 by the Royal Commission on Bilingualism and Biculturalism, wherein the delivery of services in both official languages systematically generates additional costs, and it is in the interests of the federal government to contribute thereto.

The relevance of the OLSPs assumes particular importance in second-language education, which does not enjoy constitutional protection. In contrast to minority language education, which is recognized as a fundamental right in Canada, it is up to each provincial or territorial government to determine whether second language education is offered within its borders, and if so, on what basis. To that end, consultations conducted in the context of this evaluation confirm that the support provided by the OLSPs constitutes a significant incentive in this respect.

Lastly, the restructuring of the OLSPs completed by the Department in 2003 is consistent with the results-based management approach advocated by the Treasury Board Secretariat. Under the *Management, Resources, and Results Structure Policy*, federal institutions are required to have clearly defined and measurable strategic outcomes and a program activity architecture that reflects how the management of their resources contributes to the achievement of desired outcomes. As subsection 1.3 of this report explains, the grouping of OLSP components in 2003 allows for a connection to be established between those programs and the Department’s strategic outcome with respect to inter-cultural understanding among Canadians as well as citizen participation.

#### **4.1.2 External viewpoint**

The relevance of the OLSPs from the external viewpoint is evident in, among other things, the support of the Canadian public for the concepts of linguistic duality and bilingualism, and the strong interest of the provincial and territorial governments in acting directly in a growing number of fields related to official languages.

In general, Canadians associate official languages closely with Canadian citizenship and national unity and expect the federal government to act directly in this area. A poll conducted in 2006 for the Department of Canadian Heritage indicated that slightly more than 60% of the Canadian population felt that official languages were important in defining what it means to be Canadian<sup>17</sup> and that the Government of Canada’s official languages policy strengthened national unity.<sup>18</sup> In both cases, there was a slight increase by comparison with similar questions asked four years earlier, in 2002. Again in 2006, it was noted that 70% of the population acknowledged that the

<sup>16</sup> Government of Canada. (2008). *Roadmap for Canada’s Linguistic Duality 2008-2013: Acting for the Future*. Ottawa, p. 6.

<sup>17</sup> Research team, OLSP, Department of Canadian Heritage, based on the 2002 PCH/PCH/GPC International Survey on Attitudes and Perceptions Toward Canada’s Official Languages.

<sup>18</sup> Research team, OLSP, Department of Canadian Heritage, based on the 2006 PCH/Decima Research Survey on Attitudes and Perceptions Toward Canada’s Official Languages.

federal government has an important role to play in promoting and protecting the status and use of French within Canadian society.<sup>19</sup>

An additional factor is the growing involvement of the provincial and territorial governments in official languages. Every province and territory now has an agreement with the federal government for the delivery of services in the minority language. In addition, 10 of the 13 provinces and territories now have a legislative or political framework for the delivery of services in the minority language. During the review period, notable events included the enactment by the Nova Scotia legislature of the *French Language Services Act* (2004), the Government of Saskatchewan's publication of its French language services policy (*Politique sur les services en français*) (2004) and the Government of Ontario's amendment to its *French Language Services Act* to appoint a French Language Services Commissioner (2007).

More specifically in relation to OLMCs, federal activity through the OLSPs was noted to be largely consistent with their needs and priorities. There are therefore a number of channels for dialogue between the associations representing OLMCs and the Department (OLSPB and regional offices), both formal (such as the process for negotiating collaboration accords) and informal (such as working meetings). With respect to community development, each collaboration accord includes a global development plan for the OLMC, setting out its needs and priorities. In education, minority school boards are informed and sometimes consulted about federal funding, although they wish to play a larger and more direct role in negotiating agreements in this area. Only a few of the federal government's decisions in official languages matters prompted sustained criticism during consultations in connection with this evaluation, including the abolition of the Court Challenges Program and the changes in the role of the Privy Council Office.<sup>20</sup> In conjunction with the recent announcement of the Roadmap, the Department announced the establishment of a new program to support linguistic rights.<sup>21</sup>

A growing challenge faced by the OLSPs is the need to adapt to a demographic context undergoing profound change. The identity structure prescribed by the OLSPs and the linguistic rights on which they are based is less and less reflective of Canada's linguistic make-up. In simple terms, the structure refers to the status of minority or majority Anglophones, or minority or majority Francophones. However, Canada's linguistic make-up shows increasing complexity. A post-census survey conducted by Statistics Canada in 2006 showed that about a third of Anglophones and Francophones in minority communities identified solely or mainly with their language group, whereas about half also identified with their minority or majority groups, even though they attach great importance to being able to use their language in their everyday lives.<sup>22</sup> There is therefore good reason to wonder about the possible impact of an overly wide gap between the prescribed identity and the demographic and linguistic reality in Canada.

<sup>19</sup> Research team, OLSP, Department of Canadian Heritage, based on the 2006 PCH/Decima Research Survey on Attitudes and Perceptions Toward Canada's Official Languages.

<sup>20</sup> Reference here is mainly to the transfer of the Official Languages Secretariat from PCO to PCH.

<sup>21</sup> Government of Canada. (2008). News Release - The Government of Canada Announces a New Program to Support Linguistic Rights (June 19).

<sup>22</sup> Corbeil, Jean-Pierre, Claude Grenier and Sylvie Lafrenière. (2007). *Minorities Speak Up: Results of the Survey of the Vitality of Official-Language Minorities*. Ottawa: Statistics Canada.

## 4.2 Community Life component

This subsection summarizes the evaluation findings in relation to the Community Life component which, as noted, covers mainly collaboration with the community sector and intergovernmental cooperation, as well as the IPOLC.

### 4.2.1 Supposed rationale

Efforts funded through the Community Life component are expected to consolidate and expand the range of activities and services provided to OLMCs by community organizations, municipalities and provincial, territorial and federal governments. Such efforts should also lead to greater ability by all partners to provide an effective structure for the development of OLMCs. In the longer term, Community Life activities should strengthen the ability of OLMCs to live in their language, participate in Canadian society and ensure their long-term development.

**Table 7: Supposed rationale of the Community Life component**

Activity	Outputs	Immediate outcomes	Intermediate outcomes
Financial assistance for the Community Life component	<ul style="list-style-type: none"> <li>- Agreements</li> <li>- Grants</li> <li>- Contributions</li> <li>- Budget transfers</li> </ul>	<ul style="list-style-type: none"> <li>- Creation, improvement and delivery of activities and services designed for minority communities by community organizations, by provincial, territorial and municipal governments and by federal departments and agencies</li> <li>- Greater ability by all partners to effectively structure the development of OLMCs</li> </ul>	<ul style="list-style-type: none"> <li>- Increased OLMC access to programs and services, in their language, provided by federal departments and agencies, the provinces, territories and municipalities, and community organizations</li> <li>- Increased OLMC ability to live in their own language, to participate in Canadian society and to ensure their long-term development</li> </ul>

Source: OLSP Logic Model

### 4.2.2 Design and implementation

The structure of the Community Life component seems relatively satisfactory. However, some concerns remain, including some that had emerged before the review period and could have a negative impact on this component's ability to achieve all of its objectives.

#### *The logic that unifies the subcomponents*

There is a substantial challenge associated with the structure of the Community Life component: the logic that underlies the various subcomponents would favour a more extensive grouping of the subcomponents, although this is an option that is probably not feasible. In its current form, the component operates mainly through collaboration accords with community groups, budget transfers to federal institutions other than Canadian Heritage through the IPOLC, and bilateral agreements with provincial and territorial governments for minority language services. These mechanisms have a common purpose, which is to support the development of OLMCs as defined, in principle, in the global development plan. In reality, however, the logical connection between the subcomponents is only partially reflected in their implementation structure:

- The collaboration accords remain largely focused on the relationship between the Department, as a funding agency, and the network of OLMC associations. The global development plan on which the collaboration accord is based does not normally include other federal institutions or provincial or territorial governments. Even the community

organizations funded by departments other than Canadian Heritage may not be parties to the global development plan prepared in support of a collaboration accord.

- ▶ It is up to each province or territory to determine how an action plan will be developed in support of their bilateral agreement on minority language services, and how they plan to involve the network of OLMC associations. Thus, complementarity may exist between this type of agreement and the collaboration accords, but there can be no systemic complementarity since in reality, these two components operate in a largely autonomous fashion.
- ▶ In the same connection, IPOLC-funded projects may be developed in a way that is largely independent of the other two subcomponents of the Community Life component.

In theory, therefore, these findings urge a tripartite approach wherein the partners (community organizations and provincial, territorial or federal governments) would shape their activities on the basis of a shared global development plan. In practice, however, such an approach would generate very serious problems. In particular, community, provincial and territorial partners want to accelerate and simplify the process for negotiating agreements, which is largely incompatible with an approach based on tripartite agreements, since this would probably require lengthy and difficult negotiations. Moreover, there is an emergence of a growing number of official-language initiatives that are not funded by the OLSPs, and thus operate in a manner that is largely independent of them.

#### ***Nature of the relationship resulting from the Community Life component***

The financial dependence of the network of associations continues to limit its ability to develop institutional autonomy. Collaboration accords, and the Canada-community agreements that preceded them, permitted OLMC associations to play a larger role in the management of financial resources provided to them by the federal government, particularly by Canadian Heritage. These agreements also permitted the associations to develop a measure of institutional capacity, essential if they were to be able to develop, manage and implement specific projects funded by the Department, or by other federal, provincial or territorial departments. There is no indication, however, that the financial dependence of the network of OLMC associations is going to diminish, which will invariably limit their ability to operate independently.

Because they manage public funds provided through the OLSPs, recipient organizations must also work within a well-defined framework, particularly through program procedures, guidelines and policies issued by Treasury Board, which tends to make the network of associations somewhat bureaucratic. However, this issue has not as much to do with the concept of the Community Life component as it does with the intrinsic limitations of the associations with respect to financial autonomy.

#### ***The exclusion of some organizations***

The adequacy of the structure of collaboration accords between the Department and OLMC associations is determined largely by the ability of the signatory organizations to assume their full responsibilities, both in negotiating the accords and in managing them. The 2003 evaluation of the Canada-community agreements had already raised concerns about the ability of some

signatory groups to join with all the other organizations that make up the network of OLMC associations. These concerns persist in relation to collaboration accords, the actual implementation of which is always dependent, at least in part, on the ability of signatory organizations to join with all those concerned, whether or not they belong directly to the organization.

### ***Proliferation of organizations or of needs?***

In its current form, the structure of the Community Life component does not favour a systemic grouping of organizations with similar mandates. In fact, collaboration accords seem to favour the maintenance or even an increase in the number of organizations within the network that are funded through these accords; there are two main reasons for this. First, the agreements are based on a global development plan, which inevitably illustrates all the complexity and variety of the OLMC's development needs. It is therefore logical for the number of partners to increase as a community addresses all of its needs, which explains why the OLSPs are currently funding more than 400 organizations within the network of OLMC associations. Second, the network participates in the decision-making process that precedes the distribution of funding. It is naturally difficult for organizations used to cooperating in a multitude of files to impose groupings of organizations or, worse, to withdraw funding from an organization whose mandate or activities may no longer be consistent with a community's funding priorities.

### ***Negotiation and accountability***

One of the most criticized aspects of the structure of the Community Life component is the accountability requirements associated with its components and, to a lesser extent, the negotiation process:

- ▶ *Service agreements:* Given the inherent complexity of negotiating these agreements, provincial and territorial governments would generally prefer to sign agreements for at least five years. Some provincial and territorial governments would also like these agreements to be sufficiently flexible for adjustments to be made along the way, as new needs emerge.

Provincial and territorial governments have systematically insisted on the need for changes in accountability. They have emphasized the distinction to be made between a provincial or territorial government—which has a legislative and political framework for accountability, audit and the publication of information—and a community organization. One thing favoured by provincial and territorial governments would be to recognize their financial audit procedures, and replace activity reports with a plan for cyclical evaluations.

Lastly, it should be noted that there is some confusion among the provincial and territorial governments about the breakdown of roles and responsibilities between the Department's regional offices and the OLSPB with respect to the negotiation and management of service agreements.

- ▶ *Collaboration accords:* It is primarily with respect to project funding (support for innovation) that the collaboration accord implementation process drew the most severe criticisms. This problem was raised in the 2003 evaluation, and it persists. The time taken to secure approval for a number of projects remains long enough (the average is just over five months, but it can

take up to a year in some cases<sup>23</sup>) to have a negative impact on the ability of some groups to implement them as initially planned. In fact, the main suggestion by recipient organizations for improving the funding of programming and of specific projects is to speed up the approval process. The Department's decision to approve multi-year funding, subject to certain conditions, was well received by community organizations.

The accountability required of OLSP recipient groups still poses significant challenges for some of them. Community organizations would like to see a reduction in these requirements, particularly with respect to the frequency with which reports have to be submitted.

Again, there is some ambiguity about the breakdown of roles and responsibilities between the Department's regional offices and the OLSPB with respect to the negotiation and management of collaboration accords.

- ▶ *IPOLC*: Largely in relation to earlier comments about service agreements and collaboration accords, potential IPOLC recipients (federal institutions and community groups) criticized its administrative complexity, described as disproportionate to the amounts involved.

#### **4.2.3 Success and impact**

On the whole, activities funded by the OLSPs through the Community Life component have contributed to the achievement of its desired outcomes. First, OLMCs have continued to develop their respective institutional networks, although a risk of exhaustion should be acknowledged and considered. Second, provinces and territories have taken positive measures in support of the development of OLMCs. It is now the municipalities that may be called upon to play a more active role in this area. These findings are discussed below.

##### ***Institutional capacity of OLMCs***

In rendering judgment on the success and impact of the Community Life component, it is important to point out that the concept is based on the idea of community vitality, which is still a difficult one to grasp, although it is normally associated with the idea of sustainability. Therefore, reference can be made to certain "capacities" a community should have in order to support its development and ensure its sustainability. These capacities may be related to governance, institutional completeness, economic development, arts and culture, and so on.

Collaboration accords continue to provide basic support to the network of OLMC associations. The transition from Canada-community agreements to collaboration accords was made efficiently, and OLMCs were able to maintain close cooperation with the Department. The financial support provided for programming permits associations, among other things, to extend their area of cooperation to include other federal institutions, other orders of government, and other organizations funded by donors other than Canadian Heritage. The challenge that emerges in some areas is that of extending the area of cooperation to include more direct work with municipalities.

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<sup>23</sup> According to GCIMS data for fiscal years 2003–04 to 2007–08, as at February 5, 2008.

The large number of organizations funded by the OLSPs (about 350), combined with the expansion of the range of government partners in official languages (other federal institutions, provincial and territorial governments, universities, etc.) is leading to a situation in which organizations have limited funding to assume a mandate, which is itself continuing to expand. This dynamic inevitably leads to fatigue, if not exhaustion, within the network of OLMC associations. Some organizations, particularly at the provincial, territorial and local levels, are trying to recruit staff to take on demanding duties (travel, evening and weekend meetings, etc.) with salary scales that do not compare well with the public or private sectors (lower pay, fewer benefits, etc.).

The OLSPs continue to play an important incubating and motivating role in areas to which OLMCs give priority. During the review period, there were significant initiatives within OLMCs in such areas as health care, early childhood development, tourism and economic development, the promotion of linguistic duality, culture, youth and seniors, community radio, access to justice and the integration of newcomers. In some regions, there was direct cooperation with majority groups like Canadian Parents for French. Some of these services and activities are undertaken in cooperation with organizations that are now funded by departments other than Canadian Heritage.

### *Services in the language of the minority*

A growing number of federal, provincial and territorial departments are providing services or financially supporting initiatives contributing to the development of OLMCs. Through their bilateral agreements and their efforts at the interdepartmental level (including the IPOLC), the OLSPs have contributed to this outcome. During the review period, progress was seen in an extended range of fields, such as:

- ▶ Single-window service provided in French or in both official languages
- ▶ The publication of information in the language of the minority (translated statutes and official documents, news releases, best practice tools and guides, Web sites, etc.)
- ▶ Translation of municipal documents
- ▶ New legislation or policies on official languages or services in French
- ▶ Language training for provincial and territorial government employees
- ▶ Health care, early childhood development, literacy, justice, immigration and immigrant intake services

## **4.3 Minority Language Education component**

This subsection summarizes the findings of the evaluation with respect to the Minority Language Education component, which covers mainly intergovernmental cooperation for minority language education. It also deals with a smaller subcomponent covering cooperation with the non-governmental sector, which supports special projects undertaken by community organizations. This subsection concentrates on intergovernmental cooperation.

### 4.3.1 *Supposed rationale*

Activities funded through the Minority Language Education component are expected to further the work of consolidating OLMCs' access to education in their language. Among other things, provinces and territories are expected to be able to be innovative in their approaches to capital spending (school-community centres), development of education programs and resources, in-school services (Francization, specialists, etc.) and preschool services, and in the promotion of education in minority communities.

Table 8: Supposed rationale of the Minority Language Education component			
Activity	Outputs	Immediate outcomes	Intermediate outcomes
Financial assistance for the Minority Language Education component	<ul style="list-style-type: none"> <li>– Agreements</li> <li>– Contributions</li> </ul>	<ul style="list-style-type: none"> <li>– Increase in provincial and territorial activities aimed at providing education in the OLMC language, at all levels of education</li> <li>– Increase and dissemination of knowledge and enhanced access to innovative tools and methods for minority language education</li> <li>– Increase in the proportion of young Canadians in minority communities studying in their first official language</li> </ul>	<ul style="list-style-type: none"> <li>– Increased OLMC access to quality education in their language</li> <li>– Increased OLMC ability to live in their own language, participate in Canadian society and ensure their long-term development</li> <li>– Better cooperation among multiple partners to foster the growth and vitality of OLMCs</li> </ul>
Source: OLSP Logic Model			

### 4.3.2 *Design and implementation*

Although it remains relatively complex, the structure for intergovernmental cooperation in minority language education is still largely responsive to the needs of both orders of government. It is with respect to accountability that there is a desire for change. These findings are detailed below.

#### *Protocol and non-protocol agreements*

Although some provincial and territorial governments would favour a simplification of the current structure of protocol and non-protocol agreements (see Figure 2, page 6), both orders of government involved have clearly become accustomed to the structure, which they regard as relatively satisfactory. It is mainly the distinction between "regular" and "additional" funds, both of which are allocated in accordance with the terms of the Protocol, that some provinces and territories would be prepared to review in favour of a single agreement under the Protocol. It should be noted, however, that this distinction stems primarily from the fact that the two kinds of funding come from different sources: regular funds form the basis of federal funding, whereas additional funds, like non-protocol complementary funding, come from separate initiatives, such as the 2003 Action Plan or the 2008 Roadmap. Moreover, each type of funding has strategic objectives that are different, although complementary for the most part.

One good quality of the most recent 2005 Protocol, and the latest Protocol and non-protocol bilateral agreements that followed, is the clear distinction between the noted funding allocated to minority-language education, and funding for second language instruction. This distinction, combined with the fact that all of the documents are accessible to the general public on the Department's Web site, ensures transparency in this regard.

Another quality of the current structure is the list of strategic priorities contained in the Protocol and bilateral agreements. Even though federal funding constitutes only a fraction of the provincial or territorial contribution to minority language education, the provinces and territories take the federal government's strategic objectives into account in developing their respective action plans.

One reservation concerns the fact that the provinces and territories dealing with significant fluctuations in population would like more flexibility in bilateral agreements, to allow them to adjust the allocations to each component in order to provide a better response to the needs that may arise. The mechanisms now in place for that purpose are insufficient.

In addition, the process of negotiating the Protocol and the bilateral agreements can take months, which compels the parties to sign provisional agreements, as was done for fiscal years 2003-04 and 2004-05. The period between agreements generates uncertainty, particularly with respect to projects funded through additional or complementary funds. Suggestions for reducing this negative impact vary:

- ▶ some provincial and territorial governments would like provisional agreements to run two years, rather than one, as is now the case;
- ▶ provincial and territorial governments would like a more sustained dialogue with the federal government, to better prepare for the negotiation of future agreements.

There is also a desire for more transparency in the distribution of non-protocol complementary funds, which are not currently subject to systematic public accountability. The lack of detailed information in this respect is criticized by both the provincial and territorial governments, and the educational community: school boards, community groups, etc.

The role of minority school boards in the process of negotiating bilateral agreements continues to draw criticism. The information they have on the negotiations and agreements themselves remains uneven across Canada, although some progress has been noted in this respect. What some school boards would like, however, is to be involved directly in the negotiation process, an arrangement that the provincial, territorial and federal governments have not agreed to so far.

### ***Accountability***

Although the current accountability process is considered more effective than the previous one, the provinces and territories would still like it simplified further.

As with agreements on minority language services, provincial and territorial governments would generally prefer a review of the requirements for annual reporting on results, in favour of a monitoring or evaluation approach. This would require agreement on macro results and indicators, and the development of an appropriate evaluation strategy.

The time frames for submitting provincial and territorial activity reports meant that they could not be considered in this evaluation.

### 4.3.3 Success and impact

Activities funded through the Minority Language Education component have contributed to the achievement of the desired outcomes, particularly at the primary and secondary levels. A number of activities are designed to tailor minority education so that it contributes to identity development, an approach supported now by a relatively well-established basis in the literature.<sup>24</sup> It is in the recruitment of students that success has been slower in coming.

#### *Increasing the supply of programs and activities*

There is a broad consensus among experts, practitioners and officials on the need to adapt learning in a minority setting. Such adaptation makes it possible not only to contribute to student identity development, but also to offer them a better chance for academic success. The adaptation is achieved largely through a combination of five basic factors:

- ▶ suitable curricula
- ▶ educational resources reflective of the community being served
- ▶ teachers trained to respond to minority community needs
- ▶ in-school access to specialized services
- ▶ access to adequate capital funding

Among other things, these five factors constitute the “additional cost” concept upon which the Royal Commission on Bilingualism and Biculturalism based most of its recommendations in 1967. Forty years later, it is precisely in these areas that the Minority Language Education component operates.

In the fiscal year under review, cooperation between the federal government, through the OLSPs, and provincial and territorial governments has produced a good many outcomes in minority community education, including the following:

- ▶ Development of minority language curricula, and translation or adaptation of associated teaching materials. It is important to note that most provinces and territories review and update their curricula on a cyclical basis, which generates a continuing need to develop curricula suited to the minority setting. Some projects to develop teaching materials are shared between provinces and territories (such as Francization kits), but these are all isolated initiatives because most teaching materials are developed on a provincial, territorial or regional basis. Also, there is a particular challenge to adapt teaching materials to bilingual programs for delivery in English language schools in Quebec, given the unique nature of these programs.

<sup>24</sup> In this connection, see: *Association canadienne d'éducation de langue française*. (2006). *Cadre d'orientation en construction identitaire*. Quebec City: ACELF. (Online: [www.acelf.ca/c/fichiers/Cadreorientationconstructionidentitaire.pdf](http://www.acelf.ca/c/fichiers/Cadreorientationconstructionidentitaire.pdf)); Cormier, Marianne. (2005). *La pédagogie en milieu minoritaire francophone: une recension des écrits*. Moncton: Canadian Institute for Research on Linguistic Minorities / Ottawa: Canadian Teachers Federation. (Online: [www.ctf-fce.ca/fr/issues/francaise/Recension.pdf](http://www.ctf-fce.ca/fr/issues/francaise/Recension.pdf)); and Lamarre, Patricia. (2007). “Anglo-Quebec today: Looking At Community and Schooling Issues.” *International Journal of Sociology of Language*, 185, pp. 109–132.

- ▶ A number of provinces and territories have undertaken initiatives related to francization of students, literature and evaluation of student learning.
- ▶ Various types of professional training are provided in all provinces and territories, whether through bursaries, places reserved in university institutions or targeted master's programs. Among other things, development of initiatives to support teacher networking has been noted. These go some way to make up for the fact that education faculties in Canada do not yet have mandatory courses on minority language education.
- ▶ A number of provinces and territories are seeking increased involvement at the preschool level, through daycares located in schools or projects designed to offer full-time pre-kindergarten programs.
- ▶ Information and communication technologies (ICTs) are being tested or used in a number of provinces and territories: for example, videoconferencing, webcasting, online courses, virtual school, laptops for students or teachers, and translation of learning software.
- ▶ Some provinces and territories have made investments at the post-secondary level in program development, equipment and construction of facilities.

The areas in which OLSP involvement remains limited include adult education and literacy, where other federal departments are more directly active. Another sector where OLSP involvement is more modest is early childhood development, a component which so far does not appear to be covered by the constitutional guarantee set out in section 23 of the *Canadian Charter of Rights and Freedoms*. This sector is funded in principle by other departments, but the OLSPs nevertheless provide funds for some activities. A number of educational practitioners note that shortage of funds in this area has a direct impact on the integration of students at the primary level.

With regard to capital, the OLSPs have continued to extend the network of school-community centres, a work in progress for the past 30 years, through their contribution to the community portion of the centres. It was this concept that inspired the "community learning centres" in Quebec, which now number 22 and are proving a genuine success. As noted by Greg Allain in his study on the subject, these centres provide a unique space where the community can find basic school, cultural, religious, organizational and even economic services, and sometimes, as in Fredericton, where the local credit union was converted into a centre, a vibrant meeting and gathering place that provides a number of basic needs and strengthens identity and a sense of belonging to the community.<sup>25</sup>

The bursary and official-language monitor programs remain highly appreciated, and the experience young people gain is described as unforgettable. However, some provinces and territories are having difficulty recruiting monitors, which means that demand generally exceeds supply. Some school boards in remote areas believe that the pay for monitors is inadequate, and

<sup>25</sup> Allain, Greg. (2006). "Une nouvelle ressource collective pour des communautés francophones minoritaires durables: le centre scolaire-communautaire en Acadie du Nouveau-Brunswick et au Canada." *Francophonies d'Amérique*, 22, pp. 18–19.

they have to supplement it.<sup>26</sup> Moreover, some provinces and territories want to develop special training for monitors, evaluate their skills and offer the positions to adults.

### ***Recruitment and retention***

It is now well established that not all children eligible under the criteria in section 23 of the Charter attend minority schools. The choice of school is a very personal one, in which many factors are taken into consideration, such as the availability of specialized services, educational materials and integrated early childhood services, as well as the quality of teaching of English as a second language and the possibility of continuing the child's education in French. It is therefore with a view to influencing this choice that a number of school boards have undertaken promotion and retention activities supported directly by the OLSPs. Questions may be asked as to what constitutes the ideal proportion of eligible children in the minority school system. In this connection, the Action Plan sets a target of 80% by 2013, which would require sustained growth in enrolment.<sup>27</sup>

At present, the proportion of eligible children attending minority schools is about half. More specifically, the 2006 Statistics Canada post-census survey indicates that:

- ▶ Among Francophones, 49% of children of whom at least one parent speaks French, and 52% of those of whom both parents are entitled, attended a minority school.
- ▶ In Quebec, 49% of children of whom at least one parent is Anglophone, and 64% of those of whom both parents are entitled, attended a minority school.<sup>28</sup>

The fluctuations in the number of students enrolled in minority schools during the first three years of the period covered by this evaluation are fairly similar to fluctuations in the school population as a whole. As Appendix B to this report shows, there is a general decline in school enrolment across Canada, attributable mainly to the primary sector. In Quebec, the decline in minority school enrolment is somewhat less than the decline in total population, whereas outside Quebec, it matches the decline in the total population. The situation varies from region to region, and the largest negative deviation in the minority is found in New Brunswick, Prince Edward Island and the Yukon.

### ***Cooperation with partners***

Minority school boards work mostly with the OLMC network of associations. The range of cooperative activities includes consultations on programming offered in minority schools, distance education, preschool and extracurricular activities, cultural activities such as *Journées de la Francophonie* and sports. In reality, school is regarded increasingly as the core of the community, and this is reflected in such approaches as school-community centres or, as they are called in Quebec, community learning centres.

<sup>26</sup> At the time of the evaluation, part-time monitors were being paid \$4,160 for an 8-month session, and full-time monitors \$18,500 for a 9-month session, plus a travel cost allowance.

<sup>27</sup> Government of Canada. (2003). *The Next Act: New Momentum for Canada's Linguistic Duality. The Action Plan for Official Languages*. Ottawa, p. 27.

<sup>28</sup> Corbeil, Jean-Pierre. (2006). *The Canadian Component of the 2003 International Adult Literacy and Skills Survey (IALSS): The Situation of Official Language Minorities*. Ottawa: Statistics Canada, 2006.

Cooperation between minority schools and second language schools, particularly immersion schools, remains much less widespread. Some minority school boards remain concerned about recruitment of eligible students who are attending immersion programs. However, in a few provinces and territories, there are exchanges between minority schools and immersion programs in such areas as reading guides, teaching materials, sports, social studies and promotion of French. A number of school boards that offer second language programs would like more intensive relations with minority school boards, but in the meantime, they are focusing their cooperation on French language schools in Quebec and in other countries in the French-speaking world.

It should be noted that at present, OLSP terms and conditions do not prevent cooperative activities, but there is no specific envelope for them.

#### **4.4 Promotion of Linguistic Duality component**

This subsection summarizes the evaluation findings with respect to the Promotion of Linguistic Duality component, which mainly covers activities designed to increase the bilingual capability of the voluntary and private sectors. It also covers, in a very limited way, Appreciation and Rapprochement activities between the two official-language communities.

##### **4.4.1 *Supposed rationale***

Activities funded through the Promotion of Linguistic Duality component are expected to enable increased promotion of linguistic duality and closer relations between the two official-language communities. In addition, some activities allow more Canadians to access the services of non-governmental organizations in the official language of their choice. This is expected to lead to better understanding and appreciation by Canadians of the benefits of linguistic duality and the existence of thriving OLMCs.

<b>Table 9: Supposed rationale of the Promotion of Linguistic Duality component</b>			
<b>Activity</b>	<b>Outputs</b>	<b>Immediate outcomes</b>	<b>Intermediate outcomes</b>
Financial assistance for the Promotion of Linguistic Duality component	<ul style="list-style-type: none"> <li>- Contributions</li> <li>- Grants</li> <li>- Budget transfers</li> </ul>	<ul style="list-style-type: none"> <li>- Increased participation in activities to promote linguistic duality and to bring Canadians closer together</li> <li>- Enhancing the importance of the French language and culture in Canada</li> <li>- Increased access by Canadians to the services of NGOs in both official languages</li> </ul>	<ul style="list-style-type: none"> <li>Increasing proportion of Canadians:               <ul style="list-style-type: none"> <li>- who have a better understanding and appreciation of the benefits of linguistic duality</li> <li>- who accept the rights of linguistic minorities and encourage their participation in Canadian society</li> </ul> </li> </ul>
Source: OLSP Logic Model			

#### **4.4.2 Design and implementation**

Although most receive financial support for translation and interpretation activities, very much on an ad hoc basis, the organizations that received financial support from the OLSPs through the Promotion of Linguistic Duality component feel that project funding and funding for programming are both effective ways of achieving the component's objectives. These organizations say they are largely satisfied with the information required and supplied by the OLSPs, and the support provided by the Department, from the application process to accountability. Some improvements could be made, however, in the implementation of funding mechanisms for the promotion of linguistic duality, including an increase in the amounts approved, further simplification of the application process, a shorter decision-making process within the Department, and better communications between OLSP officials and the recipient organizations. Nevertheless, the general level of satisfaction with services provided by the OLSPs is high among organizations receiving support through this component.<sup>29</sup>

#### **4.4.3 Success and impact**

Activities funded through the Promotion of Linguistic Duality component have contributed modestly to the desired outcomes. One practitioner consulted during the evaluation felt that the title of this component generated expectations it could not meet. At present, this is a component with ambitions that exceed its resources.

#### ***Appreciation and Rapprochement between Canadians***

Although it has been financially limited, the OLSPs have provided support for organizations contributing to the promotion of official languages. In particular, activities undertaken by Canadian Parents for French and its member bodies are appreciated by other organizations active in second language education and minority language education. It is noted that the activities of the Canadian Parents for French network have improved understanding of the value of learning the language, as well as the associated challenges. Some organizations in the OLMC network or minority language school boards have undertaken joint activities within their communities to promote French. In the same vein, activities undertaken by the French for the Future organization

<sup>29</sup> In a survey of OLSP recipient organizations conducted as part of this evaluation, two-thirds of the respondents indicated they were satisfied or very satisfied with the services provided by the OLSPs.

were also cited as examples to illustrate the importance and intrinsic value of mastering a second language.<sup>30</sup>

General interest was noted among official-languages practitioners in expanding this component of the OLSPs. Immediately upon appointment in 2006, Commissioner of Official Languages Graham Fraser made promotion of linguistic duality a priority. He sees it not only as a factor in Canada's history, but also as a "fundamental dimension of Canadian citizenship" and an asset "from a globalization and human capital point of view."<sup>31</sup> Practitioners consulted during the evaluation suggested some courses of action to expand official-language promotion activities:

- ▶ Expand the pool of partners by inviting the other branches of Canadian Heritage, and other federal institutions, to participate in official-language promotion activities within their respective communities. Provincial and territorial governments could also take part in such activities.
- ▶ Act simultaneously at the local, regional and national levels, with complementary activities.
- ▶ Promote the accomplishments of the OLSPs more effectively, particularly with respect to second-language and minority-language education, with an emphasis on globalization and multilingualism.
- ▶ Review the terminology associated with official languages ("linguistic duality," "bilingualism", etc.) to avoid confusion and emphasize its positive and unifying aspects. In particular, closer connections should be made between second-language learning and the vitality of OLMCs.

### ***Bilingual capability in the voluntary and private sectors***

Generally, organizations in the voluntary and non-profit sector recognize the value of bilingualism, but experience organizational difficulties in providing services in both official languages. Lack of financial resources and difficulty in recruiting employees who can work in both official languages are the main challenges in this area.<sup>32</sup> Activities funded by the OLSPs through the Promotion of Linguistic Duality component resolve these difficulties only in part, in particular because of funding that is considered insufficient.

## **4.5 Second Language Instruction component**

This subsection summarizes the evaluation findings with respect to the Second Language Instruction component, which covers mainly intergovernmental cooperation in second language education. It also has a smaller subcomponent covering cooperation with the non-governmental sector, which supports special projects undertaken by community organizations. This subsection concentrates on intergovernmental cooperation.

<sup>30</sup> On this subject, see among others: Lazaruk, Wally. (2007) "Linguistic, Academic and Cognitive Benefits of French Immersion". *Canadian Modern Language Review*, 63: 5, August.

<sup>31</sup> Commissioner of Official Languages of Canada. (2007). *2006-2007 Annual Report*, Ottawa, pp. 27 and 28.

<sup>32</sup> Fleishman Hillard International Communications. (2008). *Report on Bilingual Services in the Nonprofit and Voluntary Sector in Canada. Discussion Group Report*. Submitted to Canadian Heritage. January 29

#### 4.5.1 *Supposed rationale*

Activities funded through the Second Language Instruction component are expected to lead to wider access to second language programs. Among other things, it is expected that the provinces and territories will be able to be innovative in their approaches to the study programs offered and tools used in support of second language education.

**Table 10: Supposed rationale of the Minority Language Education component**

Activity	Outputs	Immediate outcomes	Intermediate outcomes
Financial assistance for the Second-Language Instruction component	<ul style="list-style-type: none"> <li>- Agreements</li> <li>- Contributions</li> </ul>	<ul style="list-style-type: none"> <li>- Increase in the provision of provincial and territorial programs and activities relating to the learning of English and French as a second official language</li> <li>- Increased dissemination of knowledge and enhanced access to innovative tools and methods for teaching English or French or as a second language</li> <li>- Greater proportion of Canadians who learn English or French as a second language and become acquainted with the culture it conveys</li> </ul>	Increasing proportion of Canadians: <ul style="list-style-type: none"> <li>- who have a working knowledge of both official languages</li> <li>- who have a better understanding and appreciation of the benefits of linguistic duality</li> </ul>

Source: OLSP Logic Model

#### 4.5.2 *Design and implementation*

The structure for implementing the Second Language Instruction component is integrated into the structure for the Minority Language Education component, and the findings presented in subsection 4.3.2 (page 29) therefore apply here. Note that the Protocol and non-protocol agreements cover both minority language education and second language instruction. On the whole, federal, provincial and territorial participants are broadly satisfied with the existing structure, and their suggestions are designed essentially to strengthen it, rather than make substantial changes. The most basic suggestions relate to accountability, which people would like to have based on cyclical evaluation of results rather than annual reports on results.

#### 4.5.3 *Success and impact*

Activities funded by the Second Language Instruction component have contributed to the achievement of the desired outcomes by supporting the development of new programs and new teaching strategies, particularly with respect to intensive French. Circumstances have rarely seemed more favourable to the next logical step in this area, which lies in the measurement of the language skills of students enrolled in second-language programs of all kinds. It is not very likely, however, that the OLSPs will achieve their goal of doubling the number of students graduating with a working knowledge of their second official language within 10 years. These findings are detailed below.

##### *Increasing the supply of programs and activities*

The benefits attached to second language instruction programs have been the subject of research that now allows for them to be better understood. The widespread idea that immersion programs are an ideal way of learning a second language is increasingly confirmed. Recent literature indicated, for example, that immersion students demonstrate reading performance superior to

that of other students, even after statistical adjustments to compensate for social and economic status and the sex of the students.<sup>33</sup> More specifically, it is found that immersion students:

- ▶ develop language skills that meet the bilingualism criteria of the Public Service of Canada, while maintaining English skills equivalent or superior to those of students in English programs;
- ▶ demonstrate an equivalent or superior success rate in mathematics, science and history, even when these subjects are taught in English; and
- ▶ develop excellent cognitive skills in critical thinking, flexible thinking, analytical abilities, non-verbal problem-solving skills, and listening skills.<sup>34</sup>

It also seems that the equally widespread idea that second language core programs constitute a failure in many respects should be reconsidered, which is extremely important considering that 90% of students studying their second language are enrolled in a core program.<sup>35</sup> The literature suggests that core programs may constitute an entirely valid option for learning a second language, provided certain conditions are met:

- ▶ The time required for learning must be sufficient, and it may take up to 1,200 hours;
- ▶ The program should be delivered with some intensity, rather than piecemeal; and
- ▶ Genuine use should be made of the target language, as is the case in immersion, as opposed to scholarly study of the language.<sup>36</sup>

One promising model in this respect is called “intensive French.” This type of program is characterized by offering three to five times the number of second language learning hours ordinarily devoted to the program, over a concentrated period of five months at the end of the primary cycle (grade 5 or 6), while maintaining the non-intensive core program for the other five months of the year. The intensive approach therefore differs not only in number of hours and intensity, but also in the fact that it is an enriched program that employs all language skills (listening, speaking, reading and writing) in an integrated way in genuine tasks. No fewer than 15,000 students have taken the intensive French program since it was introduced 10 years ago. With financial support from the OLSPs, this year there are about 180 intensive French classes with a total of 4,300 students in the following provinces and territories: Newfoundland and

<sup>33</sup> Webber, Maryanne. (2004). *Education Quarterly Review*, Vol. 9, No. 4 (Statistics Canada): “Reading achievement of students in French-immersion programs” (Online: <http://www.statcan.ca/english/freepub/81-003-XIE/0040281-003-XIE.pdf>, p. 29)

<sup>34</sup> Lazaruk, Wally. (2007) “Linguistic, Academic and Cognitive Benefits of French Immersion”. *Canadian Modern Language Review*, 63: 5, August.

<sup>35</sup> Rehorick, Sally et al. (2004). *Plan 2013. Strategies for a National Approach in Second Language Education*. Ottawa: Canadian Heritage. (Online: [http://www.canadianheritage.gc.ca/progs/lo-ol/pubs/plan-2013/plan\\_2013\\_e.pdf](http://www.canadianheritage.gc.ca/progs/lo-ol/pubs/plan-2013/plan_2013_e.pdf))

<sup>36</sup> Netten, Joan, Claude Germain and Serge P. Séguin. (2002). *Lessons Learned from Intensive French*. Final report prepared for Canadian Heritage, Ottawa: Canadian Heritage – Language Development Program.

Labrador, New Brunswick, Nova Scotia, Prince Edward Island, Ontario, Manitoba, Saskatchewan, Alberta, British Columbia and the Northwest Territories.<sup>37</sup>

The success of a second language teaching model, immersion or core, is largely determined by the training and support received by the teachers. In the opinion of the experts consulted for this evaluation, the weaknesses often attributed to the actual model of a second language teaching program (the core program model being an excellent example) are the results, rather, of shortcomings in the training and support provided to the teachers. Therefore, the need for training and support remains important among teachers working in second language programs.<sup>38</sup>

One of the aspects that have done the most to impair the ability of those involved to gain a clear understanding of the impact of second language programs is the lack of tools and strategies for the systematic and objective measurement of language skills acquired by students in second-language programs. In this connection, the last evaluation of this component of the OLSPs, conducted in 2003, states: "The most decisive indicator for evaluating the *quality* of a second-language program is logically the students' command of the second language. The consultation confirmed that there is currently no tool for consistently and on a national level measuring students at the end of their core or immersion second language program."<sup>39</sup>

These findings provide a better understanding of the impact of the OLSP Second Language Instruction component. The types of activities funded by the OLSPs are noted to be consistent with the conditions for success of the second language programs mentioned above.

First, progress has been noted in the crucial area of measuring the language skills acquired by second language students. Of note is the work done by the Edmonton Public School Board, the first school board in Canada to offer examinations for the French-language studies diploma, *Diplôme d'études en langue française* (DELF), and the advanced French-language diploma, *Diplôme approfondi de langue française* (DALF), both of which are certified by the Government of France and recognized internationally.<sup>40</sup> In this vein, the OLSPs have also supported an initiative to develop a common tool for learning measurement, which would take the form of a common Canadian reference framework for functional skills in a second language, closely following the European model. This proposal is being studied by the CMEC, and explored at a more practical level in some provinces. While some of those concerned feel that the venture is not proceeding as quickly as they would like, it should be remembered that in Europe, it took three decades to develop the common framework now used by European countries.

The OLSPs have also supported provincial and territorial initiatives to train teachers working in second language programs:

<sup>37</sup> Data from Netten and Germain supplied during a discussion by a panel of experts on second-language learning, as part of this evaluation.

<sup>38</sup> Lapkin, Sharon, Alina MacFarlane, Larry Vandergrift and Doug Hart. (2006). *Teaching French as a Second Language in Canada: Teachers' Perspectives: Research Report*. Ottawa: CASLT/ACPLS; CTF/FCE; CAIT/ACPI. (Online: <http://www.caslt.org/pdf/FSL-Report-En.pdf>, p. 34)

<sup>39</sup> Department of Canadian Heritage. (2003). *Evaluation of the Official Languages in Education Program*.

<sup>40</sup> Évaluation Plus and Edmonton Public Schools. (2007). *International French Examinations, DELF scolaire, District Level Results Summary*. Edmonton AB, September.

- ▶ A number of provinces and territories have used the current OLSP funding cycle to step up the recruitment and training of second language teachers.
- ▶ A few provinces and territories now award second language teaching certificates. To that end, there are now online university courses, some of which are free of charge and some of which are part-time.

Within the broad subject of teacher training, a number of provinces and territories have developed tools to support the work of teachers in the classroom:

- ▶ A number of school boards are creating positions for teaching mentors or resource teachers to support other teachers.
- ▶ Teaching resources, specifically for second language programs, have also been developed.
- ▶ A number of school boards are developing early response and literacy programs in second language classes.
- ▶ There are also French cultural exchange and dissemination programs in a number of regions.

Moreover, most provinces and territories have reviewed or are reviewing their second language programs and improving core programs. As mentioned earlier, growth is reported particularly in the number of "intensive" core programs, which always attract great interest. A number of school boards consulted during this evaluation noted that the demand for immersion programs is growing, in general. Programs are accordingly being offered in new communities, particularly rural ones.

Lastly, there is a broad consensus among education practitioners on the benefits associated with official-language monitor programs, which enrich the cultural and linguistic experience in second language courses. Bursary programs are also appreciated, especially the summer programs. Some school boards consulted during this evaluation admitted, however, that they were not familiar with the bursary programs.

### ***Level of participation in second-language programs***

While there is a slight increase in participation by students in second language programs, it is nevertheless doubtful that within 10 years, the objective of doubling the number of graduates with a working knowledge of their second official language can be achieved.

It is therefore in immersion programs that the strongest growth in the level of student participation is noted. As the figures in Appendix B to this report indicate, cross-Canada enrolment in immersion has grown by some 15,000 students in the first three years of the current OLSP funding cycle. Enrolment in immersion is in fact rising everywhere, except in Prince Edward Island and New Brunswick. The most remarkable growth is in Newfoundland and Labrador and British Columbia. On the other hand, enrolment in regular second language programs across Canada is decreasing at the same rate as school enrolment generally. The most marked decrease is in the Northwest Territories and Nova Scotia, while Alberta is the only province that has seen an increase.

## 4.6 Support functions

This subsection summarizes key evaluation findings with respect to the three OLSP support functions: coordination of the federal commitment, research and promotion.

### 4.6.1 *Supposed rationale*

Activities funded through the three support functions are expected to play a largely complementary role in relation to activities funded through the four components of the OLSPs. Thus, the role assumed by the OLSPs should lead to increased activity by federal departments and agencies in the promotion of linguistic duality. Research activities undertaken or assisted by the OLSPs should support more informed and therefore better targeted involvement. Lastly, promotion activities should foster better understanding and appreciation of linguistic duality.

Table 11: Supposed rationale of the three support functions			
Activity	Outputs	Immediate outcomes	Intermediate outcomes
Coordination of the federal commitment under s. 41 of the OLA	<ul style="list-style-type: none"> <li>- Mechanisms for liaising and coordinating with OLMCs</li> <li>- Mechanisms for supporting and increasing awareness among federal departments and agencies</li> <li>- Action plans, section 41 achievement reports and evaluation tools</li> <li>- Communications tools</li> </ul>	<ul style="list-style-type: none"> <li>- Increased OLMC knowledge of the policies and programs of federal departments and agencies</li> <li>- Knowledge and inclusion of OLMC concerns in the development of government initiatives and policies</li> <li>- Federal departments and agencies are more aware of their responsibilities with respect to linguistic duality</li> </ul>	<ul style="list-style-type: none"> <li>- Increased involvement of federal departments and agencies in linguistic duality</li> </ul>
Research	<ul style="list-style-type: none"> <li>- Research, surveys, analyses, etc.</li> <li>- Interdepartmental working group on research</li> <li>- Research partnerships</li> <li>- Conferences, forums, etc.</li> <li>- Communications tools</li> </ul>	<ul style="list-style-type: none"> <li>- Availability and use of data and analyses pertaining to official languages and OLMCs</li> <li>- Better coordination of the research activities of various partners with a view to a better shared understanding of the issues</li> </ul>	<ul style="list-style-type: none"> <li>- More targeted efforts by the federal government and its partners in supporting OLMC development</li> </ul>
Promotion of linguistic duality	<ul style="list-style-type: none"> <li>- Promotional, information and awareness raising activities (such as forums)</li> <li>- Promotional tools (Web site, information kit)</li> </ul>	<ul style="list-style-type: none"> <li>- Canadians better informed about linguistic duality in Canada</li> <li>- Canadians more aware of the benefits of learning English or French as a second language</li> <li>- Sharing and showcasing Canadian expertise relating to official-language policy and education, at home and abroad</li> </ul>	<ul style="list-style-type: none"> <li>- increasing proportion of Canadians:               <ul style="list-style-type: none"> <li>- who have a better understanding and appreciation of the benefits of linguistic duality</li> <li>- who accept the rights of linguistic minorities and encourage their participation in Canadian society</li> </ul> </li> </ul>
Source: OLSP Logic Model			

### 4.6.2 *Coordination of the federal commitment*

Overall, there is an increase in the involvement of some federal departments in official languages. What is less certain is whether their involvement is more coordinated.

There are differing interpretations of what the role of the OLSPs is in the coordination of the federal commitment set out in section 41 of the *OLA*. In 2005 an evaluation of the Department's coordinating role noted that "The objectives that PCH has set for itself, as well as the measures it has adopted to achieve those objectives, necessarily follow from the interpretation of its role."<sup>41</sup> Yet differing interpretations of that role are still found: some see it as that of a watchdog responsible for ensuring that departments actually comply with their obligations under section 41, whereas others feel that the role of Canadian Heritage is to ensure a coordinated approach to the implementation of section 41, by providing federal institutions and OLMCs with the tools they need in order to work better together.

For coordination to take place, there first has to be action on the part of the institutions concerned. In this connection, an increasing number of federal institutions are directly involved in official languages, particularly through resources assigned to them by the Action Plan and now by the Roadmap in such areas as health care, immigration and justice.

A number of national coordinators in various federal institutions are appreciative participants in the coordination activities organized for them, particularly with respect to meetings of coordinators and formal consultations with OLMCs. These meetings make it possible to alert departmental staff to their obligations under section 41. They also consult *Bulletin 41-42*, a newsletter published by Canadian Heritage.

The intensity of the coordination in the regions is more variable. In some regions, official-languages subcommittees of the federal councils have proven to be main mechanisms for providing support to coordination efforts. Although the activities of these subcommittees are not funded directly by the OLSPs, the Department's regional offices nevertheless play a prominent role in them. In some regions, however, the resources available to federal institutions for coordination purposes are much more limited, particularly when the official-languages subcommittees are practically inactive.

Coordination is now focused mainly on the exchange of information. Thus, activities undertaken through the coordination function provide a better understanding of obligations under the *OLA* and the activities undertaken by other federal institutions. These activities have also enabled some groups in the network of OLMC associations to exchange information with federal institutions on their respective priorities.

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<sup>41</sup> Department of Canadian Heritage. (2005). *Evaluation of the Implementation of Section 42 of the Official Languages Act*.

#### **4.6.3 Research**

Research activities undertaken by the OLSPB are only partially achieving the desired results.

The relevance of a research activity is determined in part by the information needs of the clientele. In this connection, it should be said that it is almost impossible to offer an official languages research product that will satisfy the expectations of Canadian Heritage, other federal institutions, OLMCs, minority and majority school boards and other stakeholders. Thus, it seems that it is primarily the information needs of the OLSPB that have guided most research activities funded through the OLSPs.

In light of the foregoing, it will be no surprise that the research conducted by the Branch, although it addresses relevant issues, remains largely unknown to partners consulted during this evaluation. Only a few representatives of organizations affiliated with the network of OLMC associations seemed to be relatively well-informed about these studies. A number of partners stressed the importance they attach to action research, which they say is better suited to supporting their activities than purely conceptual or theoretical research is.

Whether or not they are familiar with the research products, partners must also be able to understand, analyze and use them. It was noted that a number of departments (at both the national and the regional level) and a number of agencies have a limited capacity to make use of existing research. This is an important finding, because it is a reminder that the desired outcome of this OLSP function, namely better informed and targeted official-languages activities, requires both relevant products and access and a capacity to make use of them.

#### **4.6.4 Promotion**

A limited number of initiatives were funded through this OLSP support function. The approach retained for this evaluation allowed for addressing the matter of promotion only from the viewpoint of the component described in section 4.4, rather than the viewpoint of this support function.

#### **4.7 Summary by evaluation question**

This subsection of the report summarizes the evaluation findings in relation to each of the questions listed in Appendix A.

#### 4.7.1 Rational and relevance

Two evaluation questions deal specifically with the rational and relevance of the OLSPs.

1. What is the relevance of the OLSPs in relation to the strategic outcomes expected of PCH, government priorities and the modernization of federal government management practices?

The OLSPs represent the federal government's most significant official languages initiative. Their importance results not only from the considerable amounts allocated to them (nearly \$2 billion over six years), but also from the direct connection between them and the constitutional and quasi-constitutional obligation set out in the *Canadian Charter of Rights and Freedoms* and the *Official Languages Act*. Moreover, the 2003 Action Plan for Official Languages and the 2008 Roadmap for Canada's Linguistic Duality have confirmed that the vitality of the two official languages remains a federal government priority. The OLSPs continue to be the government's primary tool for implementing its commitment.

The grouping of the various components of the OLSPs completed by the Department in 2003 is consistent with the results-based management practices adopted by the entire federal administration. This grouping permits better alignment of OLSP activities with the Department's program activity architecture, and paves the way for closer interaction among the various components, thereby enhancing their complementarities.

2. To what extent do the OLSPs respond to the needs and aspirations of Canadian society and their target clienteles, particularly with respect to official languages and linguistic duality?

In general, the Canadian public values both official languages and considers them a factor in the identity associated with Canadian citizenship. During the period under review, the support demonstrated by the Canadian public continued its steady progress. In majority communities, interest was also demonstrated by, among other things, an increase in the number of children enrolled in immersion programs.

OLSP activities are broadly associated with the priorities of the target clienteles. In the area of education, the OLSP strategic priorities reflect the needs expressed by the provincial and territorial governments and by majority and minority school boards. In community development, the close historical relationship between the OLSPs and the community association networks, as well as preparation of global development plans, ensure a measure of consistency between the types of activity funded through the OLSPs and the needs of each community involved.

A particularly revealing trend is the growing involvement of provincial and territorial governments in official languages. Through legislative amendments and new programs, this involvement serves to bolster the status of both official languages, broaden the range of services offered in English and French and thus create an environment more in keeping with OLSP activities.

The demographic shifts revealed by the most recent census and the 2006 post-census survey confirm that the nature of Canada's duality is evolving, and that straightforward identities are increasingly giving ground to more subtly differentiated identities, wherein the value associated with official languages remains nevertheless meaningful. While OLMCs are now made up

mostly of individuals who identify with the two official-language communities, a growing number of children can be seen enrolling in intensive or immersion programs in order to gain a working knowledge of their second official language. This means that, in order to remain relevant, the OLSPs will have to avoid being left behind by these demographic shifts, a particularly substantial challenge considering that the more clearly prescribed identities on which the OLSPs are based are a reflection of the legislative framework for official languages, particularly the *Charter* and the *OLA*.

#### **4.7.2 Design and implementation**

Four evaluation questions deal with the design and implementation of the various components of the OLSPs, and how they interact.

3. To what extent does the grouping of programs, components, subcomponents and support functions within the OLSPs constitute an advantage in their implementation?

A shared rationale unites the various components of the OLSPs, and grouping them accordingly gives a significant advantage. In particular, it paves the way for closer cooperation between the various components of the OLSPs, so that they can provide mutual support. For instance, this brings to mind the close connection between activities under the Minority Language Education component and those of the network of OLMC associations. In the same vein, the Minority-Language Education and Second Language Instruction components share a common goal, that of contributing to the vitality of both official languages across Canada.

In order to be effective, however, this grouping must be based on a management framework that facilitates cooperation between its various components. The fact that the OLSPB manages elements of each component of the OLSPs is a significant advantage, in that it promotes integrated management. Any impediment is to be found in the terms and conditions particular to each component, which, so far, have limited but not prevented such cooperation. Although each component of the OLSPs has its own objectives, and therefore requires its own terms and conditions, the fact remains that the OLSP management framework could go a step further by directly encouraging cooperation between the OLSP components.

4. To what extent is there complementarity between the strategic outcomes sought respectively by PCH and other federal institutions in support of official languages?

Canadian Heritage's involvement through the OLSPs is broadly complementary to that of other federal institutions. This evaluation did not identify any significant overlaps between OLSP activities and those of other federal institutions.

It should be noted that the involvement of other federal institutions was expanded appreciably by the release of the Action Plan in 2003, a trend which continued with the announcement of the Roadmap in 2008. During that period, the IPOLC also provided support, albeit more limited, for the involvement of other federal institutions.

Complementarity between the OLSPs and the involvement of the federal institutions is further manifested in the type of funding provided. The support for programming provided by the

OLSPs to the network of OLMC associations allows them to explore and implement projects funded by other federal institutions as well as other orders of government.

5. To what extent have the research and promotion resources available to PCH made it possible to achieve the objectives of the OLSPs?

The OLSPB has undertaken or supported considerable research, particularly in the analysis of population data, public opinion trends and narrower issues relating to the vitality of OLMCs. This research has primarily served the information needs of the Branch, and some of the data has been made available to the general public.

Outside the Branch, research undertaken or funded by the OLSPs is practically unknown, and there is no strategy designed specifically to promote it. In this sense, these activities have had only a minimal impact on the capacity of stakeholders to gain a better understanding of the various facets of linguistic duality, and to use the information to guide their own activities.

Community and government partners consulted during this evaluation expressed a desire for better integration of research findings into their activities. For this to happen, however, it is essential to recognize that the current problem goes far beyond a matter of merely accessing research products. A much more complex issue is the capacity of partners to understand, analyze and use them. That capacity is currently limited, if not practically non-existent in some communities, because of a lack of technical skills or resources that can be devoted to a fairly demanding task. If the parties involved decide to make research a priority activity, it will be necessary to address the various components of the equation: access to research findings, particularly in the area of action research, and the capacity to make effective use of them.

6. To what extent have the interdepartmental coordination resources available to PCH made it possible to achieve the objectives of the OLSPs?

The interdepartmental coordination resources available to the Department enabled only partial achievement of the OLSP objectives. It has been 20 years now since the *OLA* was amended to include Part VII, which commits the entire federal government to supporting the vitality and development of OLMCs and contributing to the enhancement of official languages, and authorizes the Department to promote a coordinated approach to the involvement of the various federal institutions. Variations have persisted on the precise interpretation of the Department's interdepartmental coordination role. A watchdog for some people, a facilitator for others, the OLSPs find themselves in a delicate situation where they have to assume a role that remains unclear.

Those who look to the OLSPs to oversee and, if required, to compel other federal institutions to assume all of their responsibilities under section 41 of the *OLA* will be less than satisfied with the activities undertaken to date. Those who expect the OLSPB to be able, as required, to support federal institutions in their official-languages activities will be relatively pleased with OLSP activities. Exchanges of information, meetings of coordinators, IPOLC-funded projects, the annual report to Parliament, to name a few of those activities, have contributed to a better understanding of the efforts undertaken government-wide.

Interdepartmental coordination in the regions is much more uneven. The limited resources available to the Department's regional offices mean that the success of the interdepartmental effort becomes much more dependent on the work carried out by the other partners. Where the official language subcommittees of the federal councils have remained active, and federal, provincial, territorial and community partners have coordinated their activities, meaningful results can be seen.

Lastly, a distinction is to be made between the exchange of information, which gives institutions a better understanding of what is being done and enables them to learn from those experiences, and what is referred to as the coordinated approach to official languages. So far, there has been very little coordination in the action taken, and much more exchange of information. In other words, it appears federal institutions other than Canadian Heritage that are more active in official languages are planning and developing their programs of activity largely in isolation from one another. However, they are prepared to share information about the activities they undertake.

#### **4.7.3 Success and impact**

Six evaluation questions address the impact of each OLSP component, and how they interact.

<b>7. To what extent has the Community Life component contributed to the vitality of OLMCs?</b>
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The Community Life component has contributed to the vitality of OLMCs by allowing them to maintain an active community support network and by assisting provincial and territorial governments in this area.

The challenge now facing the OLSPs is the clarification of the connection that unites the various subcomponents of this component. In many respects, the rationale on which it is based is not sustainable in the long term. The proliferation of community and government participants in official-languages activities means that the current model, which involves the preparation of a global development plan as the basis for a collaboration accord between Canadian Heritage and the association network funded by the OLSPs, is becoming substantially outdated. For such a model to be fully operational, the community organizations funded by the OLSPs, those funded by other federal departments (in economic matters, health care and justice, in particular), federal departments and provincial or territorial departments would have to be able to agree on a joint global development plan and sign a tripartite agreement (federal government, provincial or territorial governments, and community groups). While logical, such an approach is not feasible in practice, because it would involve lengthy timeframes for the negotiation of such agreements.

It therefore seems important to clarify the role of the organizations funded by the OLSPs (particularly spokesperson organizations), and the purpose of the collaboration accords. In so doing, it seems wise to maintain the principle wherein OLMCs can play a part in distributing the funds allocated to them, as was the case with the Canada-community agreements and is now with the collaboration accords.

<b>8. To what extent has the Minority Language Education component contributed to the expansion of the supply of high-quality programs and activities in the minority language and participation in such programs?</b>
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The Minority Language Education component has helped in efforts to consolidate the minority language education system. By supporting development initiatives focused on suitable curricula, educational resources, teacher training, the delivery of specialized services and capital spending, the activities funded by the OLSPs continue to reflect the needs of minority language school boards. Consolidation is a long-term process, which means that many such needs continue to exist. Moreover, the very nature of the education system, in which curriculum review is cyclical, means that some of the additional costs associated with minority-language education will continue to be recurrent.

Early childhood development is an area that merits special attention, and a number of initiatives were launched during the funding cycle under review. However, it remains an underexploited field in many regions of Canada, despite the fact that poor results in this area have a direct and significant effect on the education system, especially at the primary level. Resources should therefore be employed in order to integrate young students whose language skills in their minority language have been diminished, particularly because of a lack of early childhood services in the minority language. This area is not the sole responsibility of the Department of Canadian Heritage, of course, and should therefore be the subject of a joint strategy shared with the federal institutions concerned.

9. To what extent has the Second Language Instruction component contributed to improving the supply and quality of second language instruction programs and activities, and participation in such programs?

The Second Language Instruction component has also been helpful in the well-publicized efforts across Canada to revitalize second language programs and expand access to them. Intensive second language programs are particularly promising as a means of addressing well-documented shortcomings found in core programs.

By emphasizing the development of new programs and educational resources, teacher training and specialized services, the OLSPs are supporting initiatives that respond to the needs expressed by the school boards active in these areas. As in the case of minority-language education, the needs are far from met, and both orders of government will therefore have to continue their efforts.

Progress to date in the measurement of language proficiency of students in second-language programs is particularly significant, and merits special attention. Essentially, the experience acquired by the Edmonton Public School Board, among others, should now be extended to other regions of Canada. Over the years, the inability to measure learning in this area has led to a great deal of speculation about the effectiveness of second language programs, even immersion programs. Progress to date in the measurement of language proficiency has had a direct and positive impact on student recruitment. Conditions thus seem favourable for even more meaningful progress to be made during the next funding cycle.

10. Given the resources assigned to it, to what extent has the Promotion of Linguistic Duality component contributed to the promotion of linguistic duality in Canada?

The Promotion of Linguistic Duality component has so far contributed to some limited results, but certainly not to the broader implementation of Canada's linguistic duality. Partners consulted

on this issue had a conditional response. If the OLSPs mobilized resources for the promotion of linguistic duality, a strong interest to support such efforts would be seen. Little reluctance, and in fact a great deal of interest in federal involvement designed to support efforts to promote both official languages, particularly in the context of international pluralism, has been noticed.<sup>42</sup> Such promotion could take the form of direct action by the federal government, or regional and local activities supported by the OLSPs.

11. To what extent has the interaction of programs, components, subcomponents and support functions within the OLSPs contributed to an overall effect?

There has been some interaction to date between the components and other elements of the OLSPs, but it remains minimal, and the structure of the OLSPs does not encourage such cooperation in any systematic way. Yet more direct interaction between the various components appears wholly desirable, given that all OLSP components have common objectives relating to the vitality of OLMCs and the enhancement of official languages.

During the funding cycle under review, some cooperation measures did develop between components of the OLSPs. The next logical step would be to encourage this type of cooperation more systematically within communities that want to pursue it.

12. Have the OLSPs had any unforeseen positive or negative effects?

Given the fairly broad mandate of the OLSPs, which is to support the vitality and growth of OLMCs and enhance official languages, this evaluation revealed no effect that would have been completely unforeseen at the start. However, some initially unforeseen effects are described in this report, such as the impact of the commitment of departments other than Canadian Heritage on the logic of the collaboration accords.

#### 4.7.4 *Cost-effectiveness and alternatives*

Lastly, two evaluation questions address the cost-effectiveness ratio of the OLSPs, and alternatives to them.

13. To what extent have the funding and management mechanisms (contribution agreements, collaboration accords, grants, protocols, contracts, etc.) and OLSP operators been satisfactory and effective?

With regard to education and minority language services, the federal, provincial and territorial governments are relatively satisfied with the structure now in place, which is based with respect to education on a Protocol and a series of bilateral agreements, and with respect to minority-language services on a series of bilateral agreements. The main reservations pertain to accountability. The current approach is particularly burdensome and of very limited usefulness to the participants involved. The proposal submitted by a number of provincial and territorial governments for a strategy based on cyclical evaluation of activities under bilateral agreements seems more promising and should be explored.

<sup>42</sup> "Pluralism" here refers to the growing number of people who have mastered a number of languages, and use this for purposes of personal or professional mobility, for example.

The collaboration accords between the Department and the network of associations should be reconsidered. As this report has already pointed out, the basic principle underlying this type of agreement, namely, the participation of OLMCs in the management of the resources allocated to them, should be maintained. However, the emergence of a number of parties that receive very little or no funding from the OLSPs creates new circumstances that the collaboration accords should take more effectively into account. In addition, the time taken to secure approval, and the accountability requirements, continue to cause difficulties for a number of organizations.

14. Is there a more effective approach to achieving OLSP objectives?
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In general, the OLSPs constitute an effective approach to framing the Department's official languages activities. Costs incurred to date are largely in line with the funds initially allocated, and administrative costs remain reasonable at about 4% of the total OLSP budget. The objective is therefore to update and strengthen the structure, rather than replace it with a fundamentally different approach.

## 5. Conclusions

This section of the report presents the conclusions of the evaluation. Information is arranged in accordance with the four main themes of the evaluation: the OLSPs' relevance, design and implementation, success and effectiveness.

### Overall conclusions

The summative evaluation of the Official Languages Support Programs provides an overall picture of the progress achieved with respect to community vitality and enhancement of official languages. This evaluation confirms the relevance of the official languages support programs as a key tool for the federal government to fulfil its legal obligations. The various program components all help to enhance Canada's official languages and are results-based. The evaluation noted much progress, but it also highlighted challenges the programs will be facing, particularly with respect to updated official languages discourse in a context of globalization and plurilingualism, creating better synergy between the various components, and streamlining administrative processes and reporting. The findings and recommendations will be incorporated into the measures included in the Official Languages Support Programs renewal and the agreements with its key delivery partners.

### 5.1 Relevance

The evaluation of the OLSPs confirms their relevance, from the point of view of both the federal government and OLMCs and the Canadian public.

The federal government's constitutional and legislative obligations to official languages are considerable. In particular, Part VII of the *OLA*, a statute that is quasi-constitutional in nature, authorizes the federal government to take the necessary measures to support the vitality and development of OLMCs and enhance official languages. More particularly, the Department of Canadian Heritage is authorized to coordinate the efforts of federal institutions and support the provincial and territorial governments in their official languages activities. Under the circumstances, the OLSPs remain the primary tool available to the federal government to fulfill its obligations.

Second language instruction, an activity that is paramount in achieving the objectives set out in the *Canadian Constitution* and in the *OLA*, is still one that enjoys no constitutional or quasi-constitutional protection. Consequently, federal action through the OLSPs is all the more important.

Nearly 40 years after their initial implementation, the OLSPs are operating today in a context which is largely favourable to them. Constitutional and legislative obligations on official languages are supported by Canadians' sustained interest in them, and their expectation that the federal government will act directly in this area. Another factor is the growing involvement of the provincial and territorial governments in official languages.

To remain relevant, however, the OLSPs must work with and adapt to a changing demographic. The idea that a Canadian citizen is unequivocally a majority Anglophone or Francophone or a minority Anglophone or Francophone (an identity structure systematically incorporated into constitutional and legislative documents on official languages) is less and less reflective of a context in which cultural and linguistic identities are becoming more subtly differentiated. The very high level of bilingualism in OLMCs and the rising level among young Canadians in general, as well as the impact of sustained immigration, are leading more and more Canadians to redefine their relationship with the two official languages in a way that is not always consistent with the traditional, straightforward identity with a minority or a majority.

Lastly, the restructuring of the OLSPs completed by the Department in 2003, with all components grouped into two broad programs, is a satisfactory reflection of the two main objectives of the *OLA*, and consistent with the principles of results-based management, to the extent that the objectives of the OLSPs become the basis of their program structure.

## 5.2 Design and implementation

Grouping the components of the OLSPs in a single program structure facilitates their integrated management. At the base, a results-based logic unifies the various components, all of which contribute to the enhancement of official languages in Canada. The challenge now facing the OLSPB is that of encouraging greater synergy between its various components. In many respects, the various components of the OLSPs have to be administered independently, because they are pursuing objectives peculiar to them. However, possibilities for synergy between programs exist, and should be explored. For example, activities funded through the Community Life component are directly related to those funded through the Minority Language Education component. In the same vein, the two components related to education (minority language and second language) fund activities that are largely complementary. The OLSPs would do well to give active encouragement to cooperation between participants in the various OLSP components.

One aspect that has evolved considerably in recent years is the more direct involvement of other federal departments in official languages activities. In particular, the 2003 Action Plan and the more recent Roadmap permit a wide range of federal departments to undertake official languages initiatives that are consistent with their mandates.

This development, although wholly consistent with the spirit and letter of the *OLA*, does present challenges for the Department of Canadian Heritage:

- ▶ First, the current logic of the collaboration accords should be redefined. It is actually based on the principle that an OLMC can be represented by an organization authorized to sign a collaboration accord with the Department, on the basis of a global development plan for the community concerned. However, the organizations covered by these collaboration accords are called upon increasingly to combine with organizations funded by other federal institutions or other orders of government, which have not necessarily participated in preparing the global development plan. Moreover, a growing number of organizations covered by the collaboration accords receive funding from other departments or governments, which also did not necessarily take part in the process that produced the global

development plan and the collaboration accord. In short, a growing share of the support for community development now takes place outside the OLSPs.

- ▶ Second, greater involvement by other federal departments and other orders of government has a direct impact on Canadian Heritage's role in interdepartmental coordination, at both the regional and national levels. The *OLA* authorizes Canadian Heritage to ensure that there is a coordinated approach to the implementation of federal official languages initiatives. Yet the evaluation indicates that coordination of federal activity is limited, in as much as the various federal institutions advance their own initiatives in a largely independent fashion. Coordination takes place more in the exchange of information. At the regional level, coordination initiatives have appeared, some of which involve various federal institutions (through such means as the federal councils and their official languages subcommittees), whereas others bring together federal, provincial, territorial and community participants. There are regions, however, where the lack of resources or of interest has largely paralyzed any effort at coordination.

With regard to program design, it should be noted that research undertaken or funded by the OLSPs, while it addresses relevant issues, remains largely unknown to community stakeholders. However, this situation also results from the lack of capacity within these organizations to analyze and use information derived from these studies.

Lastly, the Promotion of Linguistic Duality component and support function should be restructured. The promotion of linguistic duality in its broad sense receives strong support from all federal, provincial, territorial and community stakeholders. During the period under review, activities in this area were particularly limited. Heightened activity in this area will have to be based, however, on an updated concept of what the two official languages represent in a context of plurilingualism.

### **5.3 Success**

With regard to community life, the OLSPs have affected certain dimensions of the vitality of OLMCs, particularly with respect to institutional completeness and minority language education. Thus, organizations are providing services to OLMCs in an increasing number of fields, some of which entail cooperation with other federal institutions or other orders of government whose official languages involvement continues to expand. However, this expansion has led to exhaustion within the institutional network. Thus, the number of those involved seems both too small in relation to the needs identified by OLMCs, and too large when considered on the basis of available resources.

In minority-language education, which is essential to the vitality of OLMCs, considerable progress has been observed. The financial contribution from the OLSPs and the intergovernmental cooperation supported by this component have contributed to this outcome. At the time of the evaluation, however, this progress was concentrated in areas covered by the *Charter*. Activity upstream of primary and secondary education (such as early childhood development) or downstream (such as post-secondary education) is much more limited, although important initiatives have been implemented in some regions of Canada.

In second language instruction, the OLSPs have supported efforts to revitalize immersion programs, like that of the Edmonton Public School Board, and take systematic measurements of learning achieved by students enrolled in second language programs, both core and immersion. In addition, initiatives involving intensive French, also supported by the OLSPs, are generating great interest because of their innovative teaching approach, and the fact that 90% of the students enrolled in second language courses remain in core programs.

#### **5.4 Cost-effectiveness**

The OLSPs exert considerable leverage. In the Minority Language Education and Second Language Instruction components, where the vast majority of the OLSP resources are invested, the federal contribution covers only a portion of the additional costs related to this type of education. In keeping with their jurisdiction over education, the provinces and territories remain the primary source of funding. In the Community Life component, the OLSPs also exert considerable leverage, having contributed to the expanded role played by the provinces and territories in official languages.

One aspect that merits special attention with respect to OLSP management is accountability. The current approach, based mainly on annual reports on results, has not produced the desired outcomes. The volume of reports, combined with the considerable time they take to produce, significantly limit their usefulness. An approach based more on formal and cyclical evaluation of initiatives funded by the OLSPs appears more promising.

Lastly, the cost of administering the OLSPs represents only about 3 or 4% of the total budget.

## 6. Recommendations and Management Response

Five recommendations have been drawn up on the basis of the findings of the evaluation report:

**Recommendation 1** That the Department of Canadian Heritage review the support it currently provides to community groups through collaboration accords and contribution agreements. The Department's support should more adequately reflect the involvement of other federal institutions and other levels of government. The Department should also endeavour to simplify the approval process for funding individual projects.

### Management Response: Accepted

#### *Support to Organizations*

The OLSPB has stated its intention to renew the collaboration accords with each of the 13 official-language minority communities beginning in March 2009. These agreements establish the principles for collaboration between the Department and community networks in each province and territory and present development priorities identified by each community.

One of the undeniable signs that the official languages support programs are working is the growing number of federal institutions directly involved in the development of the official-language communities in their areas of responsibility, as demonstrated, for example, in the 2003 Action Plan and the *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*, released on June 19, 2008. The provincial and territorial governments are also expanding these types of initiatives. This new reality must be reflected in the relationship between the communities and the official languages support programs.

The Department of Canadian Heritage intends to continue discussions with the communities, identifying objectives, evaluating intended results and improving governance structures of its partnership with the community sector.

The upcoming renewal of the collaboration accords will provide an opportunity to raise these issues with the organizations involved. A review of the current accords was conducted in fall 2008 including options for determining the format of new agreements. Discussions with community representatives on options for improving the content of the new accords will begin in fall 2008 as renewal of the collaboration accords with the official-language minority communities is slated for spring 2009.

#### *Simplification of Approval Process*

The Official Languages Support Programs welcome the recommendation to streamline approval processes. Commitments to streamlining will be fulfilled in parallel with the implementation of the new policy for transfer payments.

Administrative changes have already recently been made by the Official Languages Support Programs over the last few years. First, all groups receiving program funding may receive 25% in initial funding at the beginning of the year, which enables them to continue operations without interruption. In addition, the OLSPs encourage organizations to submit multi-year program applications which will reduce the number of requests made. The maximum amount allowed for a grant versus a contribution was increased given the low risk involved, resulting in simplified reporting for many groups. A review of the application form was also conducted with a view to streamlining administrative processes.

The measures for streamlining the administrative processes for one-time projects will reflect the new approach for grants and contributions, which was provided to federal institutions on May 27, 2008, to help them in their efforts to reform the management of grants and contributions in the federal public service. The Department of Canadian Heritage has already begun implementing changes to streamline administrative processes, and over the next three years, will continue to advance its action plan, which includes simplifying funding agreements; simplifying, standardizing and harmonizing the application process; implementing flexible risk management practices; setting service standards; identifying and applying best practices; and improving access to information through technology and increased stakeholder involvement. The Branch is continuing its participation in the Department of Canadian Heritage's exercise to align its administrative processes.

**Implementation schedule:** Review of collaboration accords: fall 2008; renewal of collaboration accords: spring 2009; streamlining of administrative processes: ongoing effort, following the adoption of new approaches and program guidelines in early 2009.

**Recommendation 2** That the Department of Canadian Heritage make measuring proficiency with respect to second language programs a priority in the next Protocol and accompanying bilateral agreements. This initiative should include all second language programs: core, intensive and immersion programs.

### **Management Response: Accepted**

The provinces and territories are responsible for implementing measures to increase the proportion of bilingual young secondary school graduates based on their own objectives.

The Department of Canadian Heritage will continue its significant cooperation with the provinces and territories in the area of second-language learning. The *Roadmap* confirms Canadian Heritage's commitment to second-language learning programs and the additional education funding allocated in the Government of Canada's Action Plan for Official Languages (from 2003–04 to 2007–08) will be maintained at the 2007–08 level over the next five years.

The *Protocol for Agreements for Minority-Language Education and Second-Language Instruction* and related federal-provincial/territorial agreements will expire in March 2009. Currently, census data is the only data used to evaluate progress in terms of second official-language proficiency. In some provinces, tests to evaluate students' language proficiency at the end of secondary school do exist, but not in others. The Department of Canadian Heritage intends to work with and encourage the provinces and territories to identify ways to measure

student language proficiency and set benchmarks. The department intends to actively work on this objective.

As part of current discussions, the Official Languages Support Programs Branch will recommend that measurement of second-language programs be considered a priority in the next Protocol and the related bilateral agreements. The Official Languages Support Programs Branch will work toward reaching an agreement with the provinces and territories on tools to measure progress made with respect to second-language proficiency that will be, as much as possible, comparable from one jurisdiction to another, methodologically reliable, and easy to use. Agreement on the roles and responsibilities of each order of government will also be sought.

**Implementation schedule:** Underway. The Protocol and the agreements must be renewed by March 31, 2009. As part of renewal discussions, measuring second-language program proficiency will be reviewed with the provincial and territorial governments. The Protocol and agreements

**Recommendation 3** That the Department of Canadian Heritage should include clauses respecting cooperation between participants in the bilateral agreements associated with each OLSP component. These clauses should especially encourage closer cooperation between minority language and second language education participants.

**Management Response: Accepted**

The Official Languages Support Programs already support activities that bring the clientele targeted by the various components together. Furthermore, certain federal-provincial/territorial agreements also include a priority that fosters closer ties and dialogue between the English and French communities. The Official Languages Support Programs intend to add a collaboration principle in the framework of agreements and accords with its provincial, territorial and community partners.

**Implementation schedule:** The main agreements and accords must be renewed by March 31, 2009. Their renewal will be an opportunity to include the collaboration principles.

**Recommendation 4** That the Department of Canadian Heritage intensify efforts to promote both official languages. These efforts should be based on updated discourse regarding the promotion of the two official languages, taking into account the context of increasing plurilingualism at the national and international levels. These promotional activities should be undertaken in close cooperation with other federal institutions, as well as the provincial and territorial governments and community groups.

**Management Response: Accepted**

Canada's official languages policy is rooted in the country's history. In light of social cohesion and national identity issues engendered by the coexistence of the Anglophone and Francophone communities, Canada has gradually developed a language policy establishing the equality of

status of English and French. The main components of Canada's language policy are set out in the *Official Languages Act* and the *Canadian Charter of Rights and Freedoms*.

And yet, Canada is evolving and a number of developments could potentially change the backdrop underpinning Canada's language policy: the country's rapidly shifting demographic profile, which is becoming increasingly multicultural and multilingual; socio-political developments in Quebec, the core of Canada's Francophonie, and the resulting relationships between that province and the rest of Canada.

A fair understanding of current and future social issues facing the country's official-language communities and the relationships between these groups is absolutely essential for achieving the Department's objectives. The Official Languages Support Programs Branch expects to develop a renewed rationale that is adapted to Canada's reality today.

The Official Languages Support Programs Branch has already implemented concrete initiatives along the lines of recommendation 4. A study was launched to develop a strategic policy framework over the coming years to enable the Department of Canadian Heritage, in achieving its mandate as a federal institution with a key official languages role, to address the new challenges and opportunities associated with Canadian society of today and tomorrow. More specifically, the study will specifically assess the changes affecting Canada and those likely to have an impact on Canada's linguistic duality and on federal official languages policies and programs. The branch also expects to jointly examine research avenues with the Multiculturalism branch and the Human Rights branch.

**Implementation schedule:** *The study on the enhancement of Canada's official languages will be finalized in early 2009-10. It will guide the analysis of the program and its partners and could lead to proposals for implementing a new approach to enhancing the presence of the two official languages.*

**Recommendation 5** To ensure continuous evaluation of the results of the OLSPs that involve the provincial and territorial governments (minority language services, minority language education and second language instruction), that the Department of Canadian Heritage move away from annual reports on results in favour of cyclical evaluations carried out by the recipients concerned. This approach would make it possible to base performance measurement on the results of OLSP activities, rather than on an exhaustive list of activities undertaken, thereby facilitating production of more timely reports.

### **Management Response: Accepted**

The provinces and territories have been delivering certain programs implemented by the Official Languages Support Programs for a long time. These partnerships are essential to the delivery of services within their jurisdictions. The Official Languages Support Programs Branch acknowledges the importance of simplifying its provincial and territorial partners' reporting and accountability requirements. It is studying various forms that simplified reporting could take in order to adopt an approach to capture the key results that would make it possible to report on its

performance, while at the same time reduce the reporting burden for the provincial and territorial governments. This simplified reporting would be discussed with the provinces and territories as part of the discussions regarding renewal of the federal-provincial/territorial agreements on education and services.

***Schedule for implementing the measures:*** Underway. As part of the discussions on renewing the federal-provincial agreements expiring on March 31, 2009, new approaches will be reviewed with the provincial and territorial governments. These agreements will be implemented over a five-year period.

## Appendix A Evaluation Framework

Evaluation framework		
Question	Indicators	Sources
<b>Relevance</b>		
1. What is the relevance of the OLSPs in relation to the strategic outcomes expected of PCH, government priorities and the modernization of federal government management practices?	<ul style="list-style-type: none"> <li>– Comparison between outcomes expected of OLSPs and federal government priorities</li> <li>– Comparison between outcomes expected of OLSPs and PCH's strategic outcomes</li> <li>– Opinions of key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>– Review of relevant documents: Speech from the Throne, PCH strategic documents, etc.</li> <li>– Interviews with PCH, federal partners, COL</li> </ul>
2. To what extent do the OLSPs respond to the needs and aspirations of Canadian society and their target clientele, particularly with respect to official languages and linguistic duality?	<ul style="list-style-type: none"> <li>– Developments in political, legislative, social, cultural and demographic circumstances of OL communities</li> <li>– Complementarity between linguistic duality and pluralism</li> <li>– Opinions of key stakeholders</li> <li>– Canadian public opinion (majority and minority)</li> <li>– Opinions of OLMC members</li> <li>– Results of studies</li> </ul>	<ul style="list-style-type: none"> <li>– Literature review</li> <li>– Review of OLSP reports and evaluations</li> <li>– Survey data compiled by PCH</li> <li>– Survey of majority school boards</li> <li>– Survey of OLMC school boards</li> <li>– Survey of recipient organizations</li> <li>– Panel of experts on OLMC development</li> <li>– Panel of experts on OLMC education</li> <li>– Panel of experts on second language instruction</li> <li>– Interviews with PCH, federal partners, CMEC, provinces and territories, COL and community partners</li> </ul>
<b>Design and implementation</b>		
3. To what extent does the grouping of programs, components, subcomponents and support functions within the OLSPs constitute an advantage in their implementation?	<ul style="list-style-type: none"> <li>– Number and nature of connections, joint actions and activities between OLSP programs, components, subcomponents, and support functions</li> <li>– Opinions of key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>– Administrative records: analysis of projects approved and funded</li> <li>– Review of OLSP reports and evaluations</li> <li>– Interviews with PCH, federal partners, CMEC, provinces and territories, COL and community partners</li> </ul>

Evaluation framework		
Question	Indicators	Sources
4. To what extent is there complementarity between the strategic outcomes sought respectively by PCH and other federal institutions in support of official languages?	<ul style="list-style-type: none"> <li>Types of OLSP involvement and comparison with other federal institutions</li> <li>Novelty of contributions by other federal institutions</li> <li>Opinions of key stakeholders</li> <li>Opinions of recipients</li> </ul>	<ul style="list-style-type: none"> <li>Administrative records: analysis of projects approved and funded</li> <li>Review of reports on and evaluations of OLSP and OL activities of other federal institutions</li> <li>Interviews with PCH, federal partners, CMEC, provinces and territories, COL and community partners</li> <li>Survey of recipient organizations</li> </ul>
5. To what extent have the research and promotion resources available to PCH made it possible to achieve OLSP objectives?	<ul style="list-style-type: none"> <li>Scope of OL research and dissemination of findings</li> <li>Level of familiarity with changing circumstances of OLSP clients within PCH and other federal institutions</li> <li>Level of awareness and knowledge of OL policy by the public</li> <li>Opinions of key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>Review of OLSP reports and evaluations</li> <li>Survey data compiled by PCH</li> <li>Interviews with PCH, federal partners, CMEC, provinces and territories, COL and community partners</li> </ul>
6. To what extent have the interdepartmental coordination resources available to PCH made it possible to achieve OLSP objectives?	<ul style="list-style-type: none"> <li>Existence and effectiveness of interdepartmental coordination mechanisms within the OLSPs and with other federal institutions (OLS)</li> <li>Level of knowledge within federal institutions of their obligations under Part VII of the OLA</li> <li>Level of familiarity with changing circumstances of OLSP clients within PCH and other federal institutions</li> <li>Opinions of key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>Review of OLSP reports and evaluations</li> <li>Survey data compiled by PCH</li> <li>Interviews with PCH, federal partners, CMEC, provinces and territories, COL and community partners</li> </ul>

Evaluation framework		
Question	Indicators	Sources
<b>Success</b>		
7. To what extent has the Community Life component contributed to the vitality of OLMCs?	<ul style="list-style-type: none"> <li>- Evidence of ability of OLMCs to live in their environment in their own language:               <ul style="list-style-type: none"> <li>▪ Demographic trends</li> <li>▪ Language transfer</li> <li>▪ Social and economic trends</li> <li>▪ Range of sectors of activity (institutional completeness)</li> <li>▪ Level of participation in community social activities</li> </ul> </li> <li>- Progress in availability to OLMCs of public services in their language</li> <li>- Opinions of key stakeholders</li> <li>- Opinions of recipients</li> </ul>	<ul style="list-style-type: none"> <li>- Literature review</li> <li>- Analysis of vitality indicators</li> <li>- Administrative records: analysis of projects and results</li> <li>- Interviews with PCH, federal partners, CMEC, provinces and territories, COL and community partners</li> <li>- Survey of recipient organizations</li> <li>- Panel of experts on OLMC development</li> </ul>
8. To what extent has the Minority Language Education component contributed to the expansion of the supply of high-quality programs and activities in the minority language and participation in such programs?	<ul style="list-style-type: none"> <li>- Impact of provincial and territorial minority language education activities and programs</li> <li>- Impact of minority language teaching methods and resources, and use made of them</li> <li>- Number and trend in enrolment of eligible students in minority system</li> <li>- Comparison between students taught in majority language and those taught in minority language in the following areas:               <ul style="list-style-type: none"> <li>▪ Performance test results</li> <li>▪ Secondary school diplomas awarded</li> <li>▪ Percentage of students going on to post-secondary studies</li> </ul> </li> <li>- Number and trend in enrolment in monitor and bursary programs</li> <li>- Opinions of key stakeholders</li> <li>- Opinions of recipients</li> </ul>	<ul style="list-style-type: none"> <li>- Administrative records: analysis of projects and results</li> <li>- Analysis of educational indicators</li> <li>- Literature review</li> <li>- Interviews with PCH, federal partners, CMEC, provinces and territories, COL and community partners</li> <li>- Focus groups with OLMC education practitioners: a panel on education, for example</li> <li>- Survey of OLMC school boards</li> <li>- Survey of recipient organizations</li> <li>- Panel of experts on OLMC education</li> </ul>

Evaluation framework		
Question	Indicators	Sources
9. To what extent has the Second Language Instruction component contributed to improving the supply and quality of second language instruction programs and activities, and participation in such programs?	<ul style="list-style-type: none"> <li>– Impact of provincial and territorial second language instruction activities and programs</li> <li>– Number and trend in enrolment in second-language programs</li> <li>– Number and trend in enrolment in monitor and bursary programs</li> <li>– Impact of methods and tools developed to teach second language</li> <li>– Trend in level of bilingualism among Canadians</li> <li>– Opinions of key stakeholders</li> <li>– Opinions of recipients</li> </ul>	<ul style="list-style-type: none"> <li>– Administrative records: analysis of projects; analysis of results from a sample of projects</li> <li>– Literature review</li> <li>– Analysis of demographic, linguistic and educational indicators</li> <li>– Survey of majority school boards</li> <li>– Survey of recipient organizations</li> <li>– Interviews with PCH, federal partners, CMEC, provinces and territories, COL and community partners</li> <li>– Focus groups with second language teachers</li> <li>– Panel of experts on second language instruction</li> </ul>
10. Given the resources assigned to it, to what extent has the Promotion of Linguistic Duality component contributed to the promotion of linguistic duality in Canada?	<ul style="list-style-type: none"> <li>– Number, type and scope of activities and organizations funded</li> <li>– Canadian public opinion</li> <li>– Opinions of recipients</li> </ul>	<ul style="list-style-type: none"> <li>– Administrative records: analysis of projects; analysis of results from a sample of projects</li> <li>– Literature review</li> <li>– Survey data compiled by PCH</li> <li>– Survey of recipient organizations</li> <li>– Survey of majority school board members</li> <li>– Interviews with PCH, federal partners, CMEC, provinces and territories, COL and community partners</li> <li>– Panel of experts on second language instruction</li> </ul>
11. To what extent has the interaction of programs, components, subcomponents and support functions within the OLSPs contributed to an overall effect?	<ul style="list-style-type: none"> <li>– Number, type and scope of transverse initiatives and activities</li> <li>– Transverse impact of activities conducted within an OLSP program, component, subcomponent or support function</li> <li>– Opinions of key stakeholders</li> <li>– Opinions of recipients</li> </ul>	<ul style="list-style-type: none"> <li>– Administrative records: analysis of projects; analysis of results from a sample of projects</li> <li>– Survey of recipient organizations</li> <li>– Interviews with PCH, federal partners, CMEC, provinces and territories, COL and community partners</li> <li>– Panel of experts on OLMC development</li> <li>– Panel of experts on OLMC education</li> <li>– Panel of experts on second language instruction</li> </ul>

<b>Evaluation framework</b>		
<b>Question</b>	<b>Indicators</b>	<b>Sources</b>
12. Have the OLSPs had any unforeseen positive or negative effects?	<ul style="list-style-type: none"> <li>– Evidence of unforeseen effects</li> <li>– Opinions of key stakeholders</li> <li>– Opinions of recipients</li> </ul>	<ul style="list-style-type: none"> <li>– Administrative records: analysis of projects; analysis of results from a sample of projects</li> <li>– Interviews with PCH, federal partners, CMEC, provinces and territories, COL and community partners</li> <li>– Review of OLSP reports and evaluations</li> <li>– Survey of recipient organizations</li> </ul>
<b>Cost / effectiveness</b>		
13. To what extent have the funding and management mechanisms (contribution agreements, collaboration accords, grants, protocols, contracts, etc.) and OLSP operators been satisfactory and effective?	<ul style="list-style-type: none"> <li>– Evidence of recognition of recipients' concerns in the implementation of OLSPs</li> <li>– Opinions of key stakeholders</li> <li>– Opinions of recipients</li> </ul>	<ul style="list-style-type: none"> <li>– Administrative records: analysis of accountability in a sample of projects</li> <li>– Review of OLSP reports and evaluations</li> <li>– Interviews with PCH, federal partners, CMEC, provinces and territories, COL and community partners</li> <li>– Survey of recipient organizations</li> </ul>
14. Is there a more effective approach to achieving OLSP objectives?	<ul style="list-style-type: none"> <li>– Suitability and feasibility of alternative approaches</li> <li>– Opinions of key stakeholders</li> <li>– Opinions of recipients</li> </ul>	<ul style="list-style-type: none"> <li>– Review of OLSP reports and evaluations</li> <li>– Interviews with PCH, federal partners, CMEC, provinces and territories, COL and community partners</li> <li>– Survey of recipient organizations</li> </ul>

## Appendix B Student Enrolment (Minority and Second Language)

Total school enrolment and minority school enrolment, Canada, provinces and territories, 2003-04 to 2005-06													
Region	Year	Enrolment						Growth index (Reference year: 2003-04)					
		Total school population			Minority system			Total school population			Minority system		
		Total	Primary	Secondary	Total	Primary	Secondary	Total	Primary	Secondary	Total	Primary	Secondary
CA	2003-04	5 012 364	2 679 517	2 312 972	251 808	148 579	102 365	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	4 975 512	2 622 675	2 335 623	250 021	145 749	104 272	0.99	0.98	1.01	0.99	0.98	1.02
	2005-06	4 934 004	2 574 540	2 359 465	248 603	142 865	105 738	0.98	0.96	1.02	0.99	0.96	1.03
NL	2003-04	81 545	39 003	41 479	210	136	74	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	79 503	37 944	41 559	193	118	75	0.97	0.97	1.00	0.92	0.87	1.01
	2005-06	76 827	36 986	39 841	203	134	69	0.94	0.95	0.96	0.97	0.99	0.93
PE	2003-04	22 239	10 270	11 969	724	415	309	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	22 393	10 297	12 264	673	388	285	1.01	1.00	1.02	0.93	0.93	0.92
	2005-06	21 948	9 793	12 155	697	419	278	0.99	0.95	1.02	0.96	1.01	0.90
NS	2003-04	148 207	73 518	73 821	4 153	2 608	1 543	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	145 044	71 299	72 942	4 118	2 553	1 565	0.98	0.97	0.99	0.99	0.98	1.01
	2005-06	138 295	67 305	70 990	4 151	2 541	1 610	0.93	0.92	0.96	1.00	0.97	1.04
NB	2003-04	118 869	59 595	59 254	35 070	17 372	17 678	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	117 145	58 037	59 108	34 326	16 885	17 441	0.99	0.97	1.00	0.98	0.97	0.99
	2005-06	114 820	56 425	58 395	33 409	16 438	16 971	0.97	0.95	0.99	0.95	0.95	0.96
QC	2003-04	983 766	604 699	379 067	108 160	65 116	43 044	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	972 021	583 394	388 627	107 742	63 036	44 706	0.99	0.96	1.03	1.00	0.97	1.04
	2005-06	957 697	562 777	394 920	106 394	60 643	45 751	0.97	0.93	1.04	0.98	0.93	1.06
ON	2003-04	2 129 742	1 131 374	987 772	90 138	54 243	35 124	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	2 123 904	1 113 723	1 000 425	89 159	53 648	35 511	1.00	0.98	1.01	0.99	0.99	1.01
	2005-06	2 118 544	1 100 823	1 017 721	89 406	53 262	36 144	0.99	0.97	1.03	0.99	0.98	1.03
MB	2003-04	188 498	96 721	90 369	5 242	3 024	2 147	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	184 352	93 241	89 750	5 130	2 998	2 132	0.98	0.96	0.99	0.98	0.99	0.99
	2005-06	182 371	91 579	90 792	5 152	2 982	2 170	0.97	0.95	1.00	0.98	0.99	1.01
SK	2003-04	177 375	87 882	87 908	1 060	625	435	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	174 423	85 392	87 395	1 054	674	380	0.98	0.97	0.99	0.99	1.08	0.87
	2005-06	172 705	84 436	88 269	1 124	695	429	0.97	0.96	1.00	1.06	1.11	0.99
AB	2003-04	549 533	276 839	272 582	3 619	2 490	1 129	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	550 983	276 253	274 597	3 871	2 667	1 204	1.00	1.00	1.01	1.07	1.07	1.07
	2005-06	551 740	276 651	275 089	4 138	2 849	1 289	1.00	1.00	1.01	1.14	1.14	1.14
BC	2003-04	587 990	286 751	297 016	3 147	2 331	816	1.00	1.00	1.00	1.00	1.00	1.00

Total school enrolment and minority school enrolment, Canada, provinces and territories, 2003-04 to 2005-06													
Region	Year	Enrolment						Growth index (Reference year: 2003-04)					
		Total school population			Minority system			Total school population			Minority system		
		Total	Primary	Secondary	Total	Primary	Secondary	Total	Primary	Secondary	Total	Primary	Secondary
YT	2004-05	581,324	280,548	297,098	3,455	2,552	903	0.99	0.98	1.00	1.10	1.09	1.11
	2005-06	575,089	275,661	299,428	3,632	2,670	962	0.98	0.96	1.01	1.15	1.15	1.18
	2003-04	5,520	2,746	2,774	119	81	38	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	5,459	2,686	2,758	116	78	38	0.99	0.98	0.99	0.97	0.96	1.00
	2005-06	5,335	2,584	2,751	110	76	34	0.97	0.94	0.99	0.92	0.94	0.89
NT	2003-04	9,718	5,168	4,550	128	106	22	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	9,607	4,951	4,656	137	114	23	0.99	0.96	1.02	1.07	1.08	1.05
	2005-06	9,571	4,745	4,826	143	120	23	0.98	0.92	1.06	1.12	1.13	1.05
NU	2003-04	9,362	4,951	4,411	38	32	6	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	9,354	4,910	4,444	47	38	9	1.00	0.99	1.01	1.24	1.19	1.50
	2005-06	9,062	4,775	4,288	44	36	8	0.97	0.96	0.97	1.16	1.13	1.33
CA without QC	2003-04	4,028,598	2,074,818	1,933,905	143,648	83,463	59,321	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	4,003,491	2,039,281	1,946,996	142,279	82,713	59,566	0.99	0.98	1.01	0.99	0.99	1.00
	2005-06	3,976,307	2,011,763	1,964,545	142,209	82,222	59,987	0.99	0.97	1.02	0.99	0.99	1.01

Source: Research team, OLSPB, Canadian Heritage, table based on Statistics Canada data, 2008.

Total school enrolment and second-language program enrolment, Canada, provinces and territories, 2003-04 to 2005-06																
Region	Year	Enrolment						Growth index (Reference year: 2003-04)								
		L2 regular			Immersion			Total school population			L2 regular			Immersion		
		Total	Primary	Secondary	Total	Primary	Secondary	Total	Prim.	Sec.	Total	Prim.	Sec.	Total	Prim.	Sec.
CA	2003-04	2,156,564	1,150,123	1,006,009	282,838	173,499	109,338	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	2,127,525	1,115,428	1,012,097	288,970	178,257	110,713	0.99	0.98	1.01	0.99	0.97	1.01	1.02	1.03	1.01
	2005-06	2,111,036	1,095,487	1,015,549	295,197	183,615	111,582	0.98	0.96	1.02	0.98	0.95	1.01	1.04	1.06	1.02
NL	2003-04	43,352	21,995	21,357	6,068	2,721	3,347	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	41,917	20,863	21,054	6,477	2,971	3,506	0.97	0.97	1.00	0.97	0.95	0.99	1.07	1.09	1.05
	2005-06	40,451	19,626	20,825	6,823	3,109	3,714	0.94	0.95	0.96	0.93	0.89	0.98	1.12	1.14	1.11
PE	2003-04	10,020	4,848	5,172	4,223	1,513	2,710	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	9,943	4,683	5,260	3,923	1,500	2,423	1.01	1.00	1.02	0.99	0.97	1.02	0.93	0.99	0.89
	2005-06	9,460	4,310	5,150	4,164	1,583	2,581	0.99	0.95	1.02	0.94	0.89	1.00	0.99	1.05	0.95
NS	2003-04	67,269	32,321	34,948	13,753	5,034	8,719	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	63,997	30,197	33,800	14,181	5,495	8,686	0.98	0.97	0.99	0.95	0.93	0.97	1.03	1.09	1.00
	2005-06	60,999	28,690	32,309	14,341	5,857	8,484	0.93	0.92	0.96	0.91	0.89	0.92	1.04	1.16	0.97
NB	2003-04	46,672	26,738	19,934	22,145	10,468	11,677	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	45,021	25,681	19,340	21,868	10,277	11,591	0.99	0.97	1.00	0.96	0.96	0.97	0.99	0.98	0.99
	2005-06	44,686	25,434	19,252	21,526	9,971	11,555	0.97	0.95	0.99	0.96	0.95	0.97	0.97	0.95	0.99
QC	2003-04	650,170	314,147	336,023	NA	NA	NA	1.00	1.00	1.00	1.00	1.00	1.00	NA	NA	NA
	2004-05	647,778	303,857	343,921	NA	NA	NA	0.99	0.96	1.03	1.00	0.97	1.02	NA	NA	NA
	2005-06	641,950	292,782	349,168	NA	NA	NA	0.97	0.93	1.04	0.99	0.93	1.04	NA	NA	NA
ON	2003-04	861,251	505,738	355,490	148,512	97,888	50,623	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	852,703	496,233	356,470	150,477	99,372	51,105	1.00	0.98	1.01	0.99	0.98	1.00	1.01	1.02	1.01
	2005-06	840,999	485,925	355,074	152,723	101,855	50,868	0.99	0.97	1.03	0.98	0.96	1.00	1.03	1.04	1.00
MB	2003-04	70,852	44,002	26,770	17,249	11,037	6,212	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	69,592	43,450	26,142	17,429	11,257	6,172	0.98	0.96	0.99	0.98	0.99	0.98	1.01	1.02	0.99
	2005-06	69,639	42,994	26,645	17,604	11,373	6,231	0.97	0.95	1.00	0.98	0.98	1.00	1.02	1.03	1.00
SK	2003-04	66,545	39,175	27,370	8,288	5,216	3,072	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	59,814	35,197	24,617	8,650	5,537	3,113	0.98	0.97	0.99	0.90	0.90	0.90	1.04	1.06	1.01
	2005-06	66,516	39,054	27,462	8,472	5,642	2,830	0.97	0.96	1.00	1.00	1.00	1.00	1.02	1.08	0.92
AB	2003-04	110,459	62,704	47,755	28,197	17,760	10,437	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	111,496	62,554	48,942	29,414	18,465	10,949	1.00	1.00	1.01	1.01	1.00	1.02	1.04	1.04	1.05
	2005-06	118,646	67,844	50,802	30,452	19,162	11,290	1.00	1.00	1.01	1.07	1.08	1.06	1.08	1.08	1.08
BC	2003-04	224,780	95,458	128,993	33,406	21,246	12,160	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	222,861	91,271	131,590	35,519	22,752	12,767	0.99	0.98	1.00	0.99	0.96	1.02	1.06	1.07	1.05
	2005-06	215,722	87,639	128,083	38,002	24,381	13,621	0.98	0.96	1.01	0.96	0.92	0.99	1.14	1.15	1.12

Total school enrolment and second-language program enrolment, Canada, provinces and territories, 2003-04 to 2005-06																
Region	Year	Enrolment						Growth index (Reference year: 2003-04)								
		L2 regular			Immersion			Total school population			L2 regular			Immersion		
		Total	Primary	Secondary	Total	Primary	Secondary	Total	Prim.	Sec.	Total	Prim.	Sec.	Total	Prim.	Sec.
T	2003-04	2,774	1,494	1,280	385	258	127	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	NA	NA	NA	410	277	133	0.99	0.98	0.99	NA	NA	NA	1.06	1.07	1.05
	2005-06	NA	NA	NA	444	301	143	0.97	0.94	0.99	NA	NA	NA	1.15	1.17	1.13
NT	2003-04	2,420	1,503	917	612	358	254	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	2,403	1,442	961	622	354	268	0.99	0.96	1.02	0.99	0.96	1.05	1.02	0.99	1.06
	2005-06	1,968	1,189	779	646	381	265	0.98	0.92	1.06	0.81	0.79	0.85	1.06	1.06	1.04
NU	2003-04	NA	NA	NA	NA	NA	NA	1.00	1.00	1.00	NA	NA	NA	NA	NA	NA
	2004-05	NA	NA	NA	NA	NA	NA	1.00	0.99	1.01	NA	NA	NA	NA	NA	NA
	2005-06	NA	NA	NA	NA	NA	NA	0.97	0.96	0.97	NA	NA	NA	NA	NA	NA
CA without QC	2003-04	1,506,394	835,976	669,986	282,838	173,499	109,338	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
	2004-05	1,479,747	811,571	668,176	288,970	178,257	110,713	0.99	0.98	1.01	0.98	0.97	1.00	1.02	1.03	1.01
	2005-06	2,156,564	1,150,123	1,006,009	295,197	183,615	111,582	0.99	0.97	1.02	0.98	0.96	0.99	1.04	1.06	1.02
Source: Research team, OLSPB, Canadian Heritage, table based on Statistics Canada data, 2008.																

## Appendix C Excerpt from the *Official Languages Act* (Part VII)

### *Official Languages Act* 1985, c. 31 (4th Supp.)

#### PART VII ADVANCEMENT OF ENGLISH AND FRENCH

##### Government policy

**41.** (1) The Government of Canada is committed to

(a) enhancing the vitality of the English and French linguistic minority communities in Canada and supporting and assisting their development; and

(b) fostering the full recognition and use of both English and French in Canadian society.

##### Duty of federal institutions

(2) Every federal institution has the duty to ensure that positive measures are taken for the implementation of the commitments under subsection (1). For greater certainty, this implementation shall be carried out while respecting the jurisdiction and powers of the provinces.

##### Regulations

(3) The Governor in Council may make regulations in respect of federal institutions, other than the Senate, House of Commons, Library of Parliament, office of the Senate Ethics Officer or office of the Conflict of Interest and Ethics Commissioner, prescribing the manner in which any duties of those institutions under this Part are to be carried out.

1985, c. 31 (4th Supp.), s. 41; 2005, c. 41, s. 1; 2006, c. 9, s. 23.

##### Coordination

**42.** The Minister of Canadian Heritage, in consultation with other ministers of the Crown, shall encourage and promote a coordinated approach to the implementation by federal institutions of the commitments set out in section 41.

R.S., 1985, c. 31 (4th Supp.), s. 42; 1995, c. 11, s. 27.

##### Specific mandate of Minister of Canadian Heritage

**43.** (1) The Minister of Canadian Heritage shall take such measures as that Minister considers appropriate to advance the equality of status and use of English and French in Canadian society and, without restricting the generality of the foregoing, may take measures to

(a) enhance the vitality of the English and French linguistic minority communities in Canada and support and assist their development;

(b) encourage and support the learning of English and French in Canada;

(c) foster an acceptance and appreciation of both English and French by members of the public;

(d) encourage and assist provincial governments to support the development of English and French linguistic minority communities generally and, in particular, to offer provincial and municipal services in both English and French and to provide opportunities for members of English or French linguistic minority communities to be educated in their own language;

(e) encourage and assist provincial governments to provide opportunities for everyone in Canada to learn both English and French;

(f) encourage and cooperate with the business community, labour organizations, voluntary organizations and other organizations or institutions to provide services in both English and French and to foster the recognition and use of those languages;

(g) encourage and assist organizations and institutions to project the bilingual character of Canada in their activities in Canada or elsewhere; and

(h) with the approval of the Governor in Council, enter into agreements or arrangements that recognize and advance the bilingual character of Canada with the governments of foreign states.

#### Public consultation

(2) The Minister of Canadian Heritage shall take such measures as that Minister considers appropriate to ensure public consultation in the development of policies and review of programs relating to the advancement and the equality of status and use of English and French in Canadian society.

R.S., 1985, c. 31 (4th Supp.), s. 43; 1995, c. 11, s. 28.

#### Annual report to Parliament

**44.** The Minister of Canadian Heritage shall, within such time as is reasonably practicable after the termination of each financial year, submit an annual report to Parliament on the matters relating to official languages for which that Minister is responsible.

R.S., 1985, c. 31 (4th Supp.), s. 44; 1995, c. 11, s. 29.